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ABSTRACT

In July, 1967, the Idaho State Department of Education requested the College of Education of the University of Idaho to undertake a study of the organization of the public school districts of the State and to develop criteria which could be applied uniformly in the State to achieve a more efficient system of public education. This is the third and final publication of the Idaho School District Organization Project funded with ESEA Title III and Title V funds. The basic design of the study was outlined in the project's initial publication, "An Invitation to Planning." The second publication, "Planning for School District Organization in Idaho," was a report of the project conference held in Boise. (Both publications are in EA 002 660). As a result of the conference, position papers were refined and submitted to the project office. These data, with other information, were used to develop guidelines, criteria, and recommendations for Idaho school district organization. The guidelines and criteria are presented in this document along with outlines of alternative methods for implementation of the criteria. (Author/DE)

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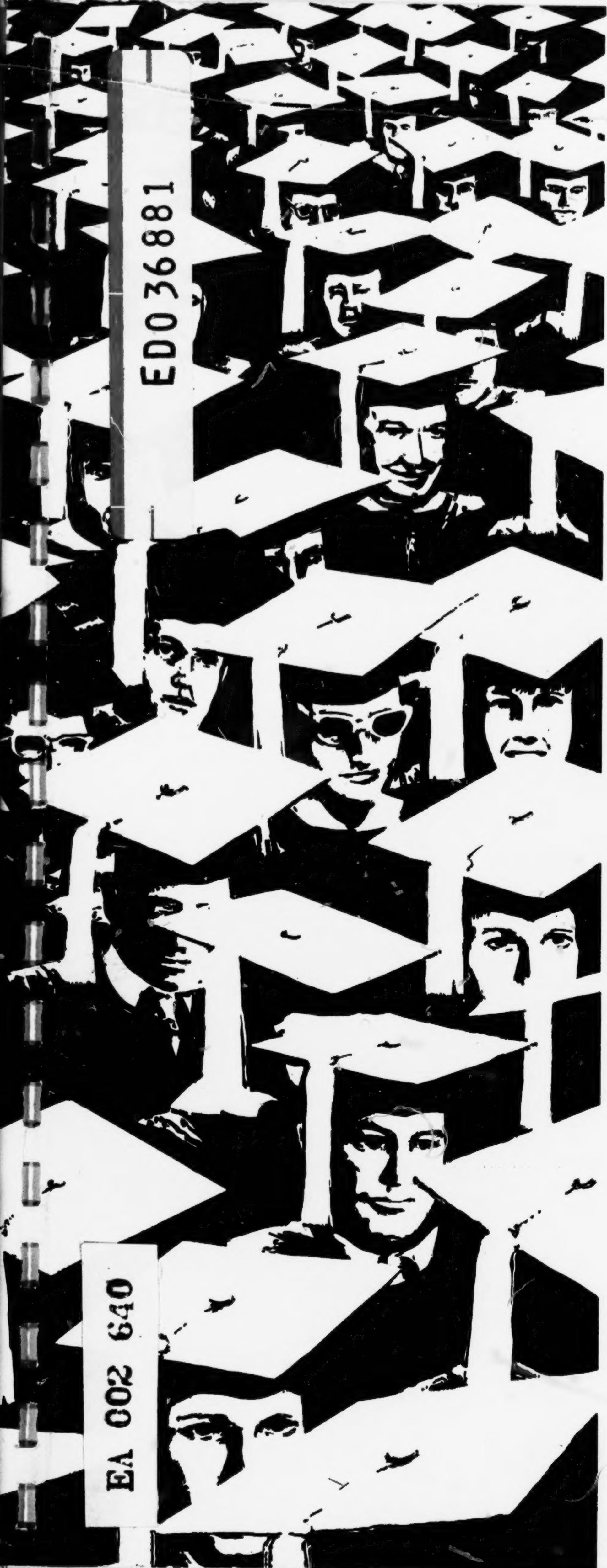

ED036881

EA 002 640

DESIGNS for EDUCATIONAL ORGANIZATION in IDAHO

COLLEGE of EDUCATION
UNIVERSITY of IDAHO
MOSCOW, IDAHO

ED036881

DESIGNS FOR EDUCATIONAL ORGANIZATION IN IDAHO

Prepared by
The Idaho School District Organization Project
Bureau of Educational Research and Service
College of Education, University of Idaho

for the
Idaho State Department of Education

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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October, 1968

Thomas O. Bell, Assistant Dean
and Director of the Study
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Philip George, Research Assistant
James Monasmith, Research Assistant

This study was performed pursuant to a contract for services
with the Idaho State Department of Education
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Title III and Title V

The views presented are those of the authors as interpreted from reports used in this study and do not necessarily represent the policies of the Bureau of Educational Research and Services, the College of Education, or the University of Idaho.

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Preface

In July, 1967, the Idaho State Department of Education requested the College of Education of the University of Idaho to undertake a study of the organization of the public school districts of the state and to develop criteria which could be applied uniformly throughout the state in achieving a more efficient system of public education.

The project was not intended to designate boundary lines for specific school districts. Although this task must ultimately be accomplished, decisions must first be reached within the state in determining the characteristics of adequate school district structure. The major purpose of this project has been to develop criteria for efficient and effective school district organization and individual attendance centers in Idaho.

This is the third and final publication of the Idaho School District Organization Project. The basic design of the study was outlined in the project's initial publication, An Invitation to Planning. The second publication, Planning for School District Organization in Idaho, was a report of the project conference held in Boise. This phase of the project was designed to give people in executive, legislative, and policy making positions an opportunity to review, appraise, and react to various position papers prepared for the project. As a result of the conference, position papers were refined and submitted to the school district organization project office.

These data, along with information from various research results and criteria as revealed from an extensive review of the literature, were used in the final phase of the project, that of developing guidelines, criteria, and recommendations for Idaho school district organization. The guidelines and criteria are presented in this final project publication.

Now that the criteria have been developed and accepted by the leaders of the state, the next step is to implement these criteria into adequate school district organization in Idaho. This report outlines alternative methods for this implementation and recommends the option deemed to be most appropriate by the project staff.

This third and final report, Designs for Educational Organization in Idaho, is the result of an intensive effort on the part of many dedicated individuals and organizations who responded to an invitation to planning for school district organization.

The only compensation received in many cases was the personal satisfaction gained from having contributed to an effort that could result in better educational opportunities for the youth of Idaho.

It is difficult to adequately recognize the many organizations and individuals who participated in and contributed significantly to the project, but a particular note of acknowledgement and appreciation must go to the following: The Idaho superintendents, principals, and school trustees, who committed time and leadership to the project; various representatives of Idaho business, labor, industry, and professional education, who participated in project conferences and gave direction to the study; Mr. Delbert F. Engelking, State Superintendent of Public Instruction, Mr. Harold Farley, Assistant State Superintendent, and other members of the State Department of Education for their cooperation and assistance throughout the year's project activities; to

Dr. Donald Duncanson, University of Idaho, Dr. Frederick Weltzin, Dean Emeritus, University of Idaho, and Dr. Donald Orlich, Washington State University, for their comments on the manuscript; to Dean Everett V. Samuelson for his cooperation in all phases of the study; and to the College of Education faculties at the University of Idaho and Idaho State University who prepared position papers or otherwise took an active interest in the School District Organization Project. The bibliography presents a list of all the position papers prepared for this project.

A special note of appreciation is due the research assistants: Mr. Wayne Phillips, Dr. Philip George, Dr. James Monasmith, and project secretary, Mrs. Dorothy Phillips, for their vital contribution to the project.

Thomas O. Bell
Project Director
College of Education
University of Idaho

CHAPTER I

INTRODUCTION - HISTORY AND BACKGROUND

Idaho has a proud heritage of public school development. For example, at the time of statehood, 410 public schools were already in operation. The historical development of Idaho schools suggests that a philosphy of keeping the schools close to the people developed early. New school districts and school construction flourished during the early 1900's. By 1920, Idaho had 430,000 people and 1,439 school districts. In the early 1930's, legislation permitted school districts to combine a temporary basis. This arrangement tended to slow the consolidation movement. By 1947, Idaho still had over 1,000 districts.

In 1947, leaders of the state, realizing the necessity of more efficient school district organization, went to work on the problem. Each county was mandated to prepare and present a plan of school district organization to a state committee. Plans were subsequently voted upon by county residents. According to the reorganization law, "If by July 1, 1951, there remained any county territory not in a reorganized district . . . the county committee was required to organize all such territories into one or more reorganized districts."[1] When the smoke had cleared in 1961, the number of districts was reduced to 118. Because of this outstanding effort Idaho was among the nation's leaders in school district reorganization.

Since this period, the activity in school district reorganization has been limited. Small school districts in the absence of statewide inertia present during the reorganization period, have been reluctant to consider other alternatives to their present status. However, during recent legislative sessions there has been evidence of an increasing concern for creating more positive means of developing more effective and efficient patterns of school district organization. For example, the 1967 legislature considered a bill which would have merged the 11 non-operating high school units to high school operating districts, thus assuring the students an articulated program 1-12. In another move, it was proposed to reduce the present 117 school districts to 44 county school districts.

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[1] C. O. Fitzwater, School District Organization Policies and Procedures. United States Office of Education, pp. 146-159.

Several recent studies have also expressed concern regarding the inadequacy of the present structural organization. The 1965 and 1967 McLure reports recommended study and activity in school district organization. In 1965,[2] the report stated:

> "The observations in this study leave no doubt about the wide range among school districts in their programs of instruction and professional services."

In 1967:[3]

> "There are many indications that this state will have to re-examine its organization of local school districts before it can fully implement a plan of adequate financial support for all children."

---

[2] Idaho, A Statewide Study of Educational Conditions and School Finance. Washington, D. C.: National Commission on Professional Rights and Responsibilities of the National Education Association of the United States and the Idaho Education Association, 1965, p. 6.

[3] Idaho, A Reappraisal of Educational Conditions and School Finance. Washington, D. C.: National Commission of Professional Rights and Responsibilities of the National Education Association of the United States and Idaho Education Association, 1967, p. 31.

In a 1965 study, Orlich[4] concluded:

> "If local school districts are to improve their programs of studies, then these basic local units must be organized to make maximum utilization of available financial and educational talent."

There are many and varied reasons why school district organization is a major concern to the people, to the state, and to the nation at this moment in history. The following reasons were listed by Purdy[5] in the initial Idaho School District Organization Conference held at the University of Idaho, October, 1967.

1. The scientific and technological revolution has brought new demands upon the schools. The nature of these new demands are such in the areas of vocational education, special education, improved and expanded programs and services, that an examination of the structure for education has become imperative in order to provide programs at a level of excellence or quality with efficiency and economy.

2. The educational needs of all pupils are expanding, with these needs being identified by:

    a. The Federal Government, in the interest of national defense and the general welfare.

    b. The State Government, with education as a primary function and responsibility of the state.

    c. The local level, with the identification of local needs indigenous to that community.

    d. The culture and society of which we are a part, for a perpetuation of the ideals of that society, and an appreciative understanding of the heritage of all of its members.

    e. The individual, for education must have value in the eyes of the student.

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[4] Donald C. Orlich, David L. Crowder, and R. D. Rounds, Idaho Teacher Mobility: 1965. Pocatello: Idaho State University, 1965, p. 105.

[5] Ralph D. Purdy, "An Approach to Thinking and Planning Together for Education in Idaho," School District Organization Study - An Invitation to Planning, October, 1967, pp. 25-27.

   f. Business and industry, for the labor and management needs of our economy are dependent upon the productivity of business and industry.

3. As more and more money is required to support public school education, the citizen, the community, state leaders, and the legislators are demanding:

   a. A higher quality of educational programs and of instruction.

   b. Increased efficiency in the operation of the schools.

   c. An economical expenditure of the taxpayer's dollar.

4. The mobility of the people, the shifting of the population from a rural to an urban economy, the development of great metropolitan areas, and the changes resulting from the scientific and technological revolution have placed demands upon the educational structure making a critical examination of that structure essential and imperative.

5. The increased cost of education due to inflation, increased enrollments, expanding and high cost programs (such as vocational education), have necessitated a re-examination of the structure for education.

6. School finance factors contributing to a re-examination of school organization includes the following:

   a. The heavy tax burden on real estate.

   b. The spiraling costs of all governmental costs.

   c. The increasing disparity of wealth and the inequalities of educational opportunity as a result of these disparities.

   d. The competitive struggle for the taxpayer's dollar (local government, state government, federal government).

   e. The increasing costs resulting from a liberalization of policies pertaining to children attending private and parochial schools.

   f. The rapidly expanding cost to the state for technical and higher education.

Because of these and similar concerns, the State Department of Education contracted the College of Education, University of Idaho, to conduct this study.

The Current Study Plan

The major purpose of this study has been to develop criteria for efficient and effective school district organization including attendance centers within a school system.*

This report is organized in the sequence of steps which the project staff followed in pursuit of sound proposals.

The initial step of the study was to conduct a thorough analysis of the professional literature and research concerned with various aspects of school district organization. Criteria of adequacy and policies for school district organization now being used by other states were reviewed by the project staff. These findings are published in earlier project publications.[6,7,8]

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*For the purpose of this study the following definition of terms will apply.

A school district is a local school administrative district comprising an area served by a single system of administration, under the jurisdiction of one board of trustees and includes--one teaching staff, a single budget, one uniform tax levy, but may include several attendance units. The local district is created and empowered by state legislative action to administer a public school system.

School attendance center is that part of a school district whose population is served by a single school. The school attendance center is the particular school which serves the attendance area. It may comprise the elementary grades, the junior high school, the senior high school, or some other combination of grades.

[6] *Reference and Resource Material - Elementary Education and School District Organization*. Moscow, Idaho: The Idaho School District Organization Project, 1968.

[7] *Reference and Resource Material - Secondary Education and School District Organization*. Moscow, Idaho: The Idaho School District Organization Project, 1968.

[8] Ralph D. Purdy, "Area Educational Service Agencies and School District Organization," *Planning for School District Organization in Idaho*, April, 1968, pp. 148-166.

Secondly, demographic and socio-economic factors relevant to school district organization were compiled and reported in Chapter II.

In the third phase of the project, various groups and individuals were involved in identifying needs and recommending programs and services necessary to meet the identified needs. The project staff also reviewed state board policies, and the findings of the Idaho Task Force for Education[9] to determine official expression of the state's concern for education. From these data criteria and recommendations for Idaho school district organization were developed and reported in Chapter III.

The fourth major step was to apply these criteria of adequacy by examining the problems and potentials of Idaho's current structure. (Chapter IV) In Chapter V, three alternative plans of Idaho school district organization are examined using the established criteria for adequate school district organization.

The next step included an examination of selected alternatives for initiating more adequate school district organization. (Chapter VI)

The final step reported in Chapter VII was to summarize and formulate a series of recommendations for Idaho school district organization.

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[9] Recommendations for the Public Schools of Idaho. Boise, Idaho: The Idaho Task Force Committee for Education, 1968.

CHAPTER II

DIMENSION OF DEMOGRAPHIC AND SOCIO-ECONOMIC CHANGE IN IDAHO

As pointed out in Chapter I, the current school district organizational structure of Idaho is a result of planning that occurred in the late 1940's and early 1950's. Since that time developments in technology have resulted in improved and expanded transportation systems, changes in farm operations, and shifts in population patterns. These changes have relevant meaning for school district organization. Consequently present, estimated, and projected demographic and economic patterns have been given consideration in this study of school district organization.

Population Change in Idaho

Like a great many western states, Idaho's initial population growth was quite rapid. Between 1870 and 1920, Idaho experienced an average rate of growth approximating 94 percent every ten years. As can be seen from Table I, page 8, Idaho's rapid expansion of population decreased considerably following 1920. Not only has the population of the Gem State slowed in its rate of growth, but there is evidence of further entrenchment in this trend. Table II, page 9, for example, shows that the number of live births in Idaho increased up to the peak year, 1960. Following this peak, births fell precipitously from 1960 to 1965 and continued to decline through 1967. Idaho's decreasing number of births are a reflection of national trends which became firmly established in the late 1950's.

TABLE I

IDAHO POPULATION, OBSERVED, ESTIMATED, AND PROJECTED: 1870-1980[a]

Census Year	Population	Increase over Preceding Census Number	Percent
Observed			
1870	17,804		
1880	32,610	14,806	83.2
1890	88,548	55,938	171.5
1900	161,772	73,224	82.7
1910	325,594	163,822	101.3
1920	431,866	106,272	32.6
1930	445,032	13,166	3.0
1940	524,873	79,841	17.9
1950	588,637	63,764	12.1
1960	667,191	78,554	13.3
Estimated			
1965	692,000	24,809	3.7
Projected			
1970	734,000	42,000	6.1
1975	782,000	48,000	6.5
1980	845,000	63,000	8.1

[a] Source: U. S. Bureau of the Census, Census and Population: 1960; Vol. Pt.1, Table 9, and Current Population Reports, Series P-25, No. 324, January 20, 1966, Table 5.

TABLE II

IDAHO BIRTHS AND FIRST GRADE ENROLLMENTS FOR CORRESPONDING YEARS[a]

Year	Births	Corresponding Year	First Grade
1950	15,666	1956-57	15,881
1951	16,182	1957-58	16,659
1952	16,402	1958-59	17,365
1953	16,499	1959-60	17,456
1954	16,747	1960-61	17,691
1955	16,705	1961-62	17,993
1956	16,428	1962-63	18,010
1957	16,500	1963-64	17,620
1958	16,732	1964-65	17,484
1959	17,009	1965-66	17,691
1960	17,016	1966-67	
1961	16,701	1967-68	
1962	16,303	1968-69	
1963	14,734	1969-70	
1964	14,018	1970-71	
1965	13,107	1971-72	
1966	12,611	1972-73	
1967	12,528	1973-74	

[a] Source: Bureau of Vital Statistics and State Board Reports, 650 State Department of Education.

More recent school population figures, reported in Table III give indication that the public schools have also experienced a gradual decline in the rate of growth since 1961.

TABLE III

IDAHO PUBLIC SCHOOL POPULATION
GRADES 1-12
1960-1967[a]

Year	Total Enrollment	Percent of Increase
1959-60	162,839	2.2%
1960-61	167,026	2.6%
1961-62	172,731	3.4%
1962-63	174,610	1.1%
1963-64	177,366	1.6%
1964-65	179,913	1.4%
1965-66	181,526	0.9%
1966-67	182,294	0.4%
1967-68	184,458	1.2%

[a] Source: State Department of Education, Financial Summaries, Idaho School Districts, 1960-1968.

The declining number of births in Idaho, beginning in 1961, are now being reflected in a declining first grade enrollment in Idaho public schools' total population. At the present, population pressure is generally not a major problem for Idaho schools.

Population Projections and Forecasts

Since long range planning must be based on the number and location of children to be educated, it is important that estimates be made of future population patterns in Idaho. Dr. Harry Harmsworth's 1967 demographic study, Vital Statistics and Population Projections for

Idaho: 1960-1980,[10] presents population trends and forecasts for the State of Idaho as well as for the state's five economic areas. Counties with similar economic characteristics were grouped into economic areas and sub-regions. Harmsworth used these groupings as "a rational basis for demographic analysis" of Idaho.

The map on page 12 outlines the geographic areas included in each of the five economic areas.

The five economic areas described by Bogue and Beale[11] are as follows:

Area 1	Mountain - Central Area
Area 2	Lewiston - Pend Oreille Area
Area 3a	Southwest Idaho - Lower Snake River Valley
Area 3b	Southwest - Middle Snake River Area
Area 4	Upper Snake River Area

Selected information from Harmsworth's study has relevance for Idaho school district organization and is therefore included in this report. Table IV, page 15, shows the growth patterns in Idaho from 1920-1960 as a percentage of changes for each of the five economic areas in Idaho. Figure 2, page 14, illustrates the changes between 1950 and 1960 by county. Density patterns of the state are also reported on this map. Table V, page 17, reports Harmsworth's projections of population for 1970 and 1980.

---

[10] Harry C. Harmsworth, Vital Statistics and Population Projections for Idaho: 1960-1980. Moscow, Idaho: University of Idaho, August, 1967, p. 16.

[11] Donald J. Bogue and Calvin L. Beale, Economic Areas of the United States: A Comprehensive Statistical and Descriptive Analysis of Socio-Economic Characteristics. New York: The Free Press of Glencoe, Inc., 1961.

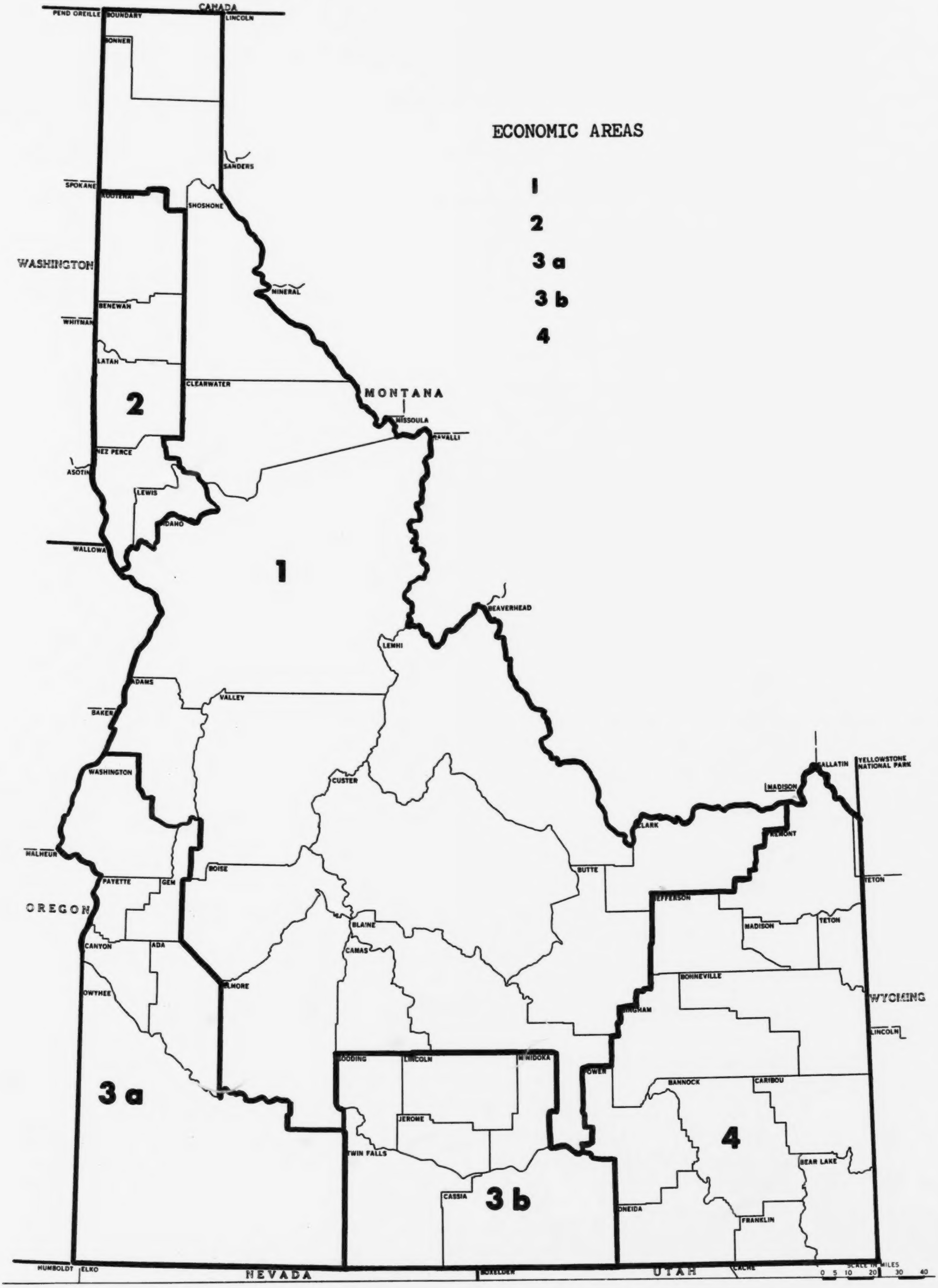
ECONOMIC AREAS
1
2
3 a
3 b
4
CANADA
PEND OREILLE
BOUNDARY
LINCOLN
BONNER
SANDERS
SPOKANE
KOOTENAI
SHOSHONE
WASHINGTON
MINERAL
BENEWAH
WHITMAN
LATAH
CLEARWATER
MONTANA
MISSOULA
RAVALLI
NEZ PERCE
ASOTIN
LEWIS
IDAHO
WALLOWA
BEAVERHEAD
LEMHI
ADAMS
VALLEY
BAKER
WASHINGTON
CUSTER
GALLATIN
YELLOWSTONE NATIONAL PARK
MADISON
CLARK
FREMONT
MALHEUR
BOISE
BUTTE
PAYETTE
GEM
TETON
OREGON
JEFFERSON
BLAINE
MADISON
TETON
CANYON
ADA
CAMAS
BONNEVILLE
ELMORE
OWYHEE
BINGHAM
WYOMING
LINCOLN
GOODING
LINCOLN
MINIDOKA
POWER
BANNOCK
CARIBOU
JEROME
TWIN FALLS
BEAR LAKE
CASSIA
ONEIDA
FRANKLIN
HUMBOLDT
ELKO
NEVADA
BOXELDER
UTAH
CACHE
SCALE IN MILES
0 5 10 20 30 40

Figure 1. Economic areas of the state of Idaho. (From Economic Areas of the United States: a Comprehensive Statistical and Descriptive Analysis of Socio-Economic Characteristics. New York, The Free Press of Glencoe, Inc., 1961, by Donald J. Bogue and Calvin L. Beale.)

Harmsworth forecasts "have been made on the basis of a range of estimated populations from a relatively high level to a relatively low level, with a medium level in between."

His designation of each level of projections are based on the following set of assumptions:

> Projection A contains an optimistic set of assumptions that sees (1) an early return to birth rates (25 per 1,000 population) in line with those of the late nineteen-forties and the nineteen-fifties; (2) the state's traditional and customary net out-migration will soon turn into net in-migration. The rationale for the change in migration is that conditions such as unemployment, crime, racial unrest, traffic congestion, smog, etc., will cause thousands of discontented people in our large cities to turn toward underpopulated rural areas such as Idaho.
>
> Projection B assumes that birth rates will not return to the levels of the nineteen-forties and nineteen-fifties, but will level off at from 18 to 20 births per thousand population. Net out-migration will gradually decline from a level of 6.4 percent to unity with in-migration by about 1970.
>
> Projection C assumes a rather pessimistic set of conditions. Low birth rates (17 per thousand population) are here to stay; in fact, they may even drop to lower levels. The main reason for this is not the increasing use of "the pill," but increasing out-migration of young people from Idaho. A larger percentage of young people remaining in Idaho is the solution to the present birth-rate problems.

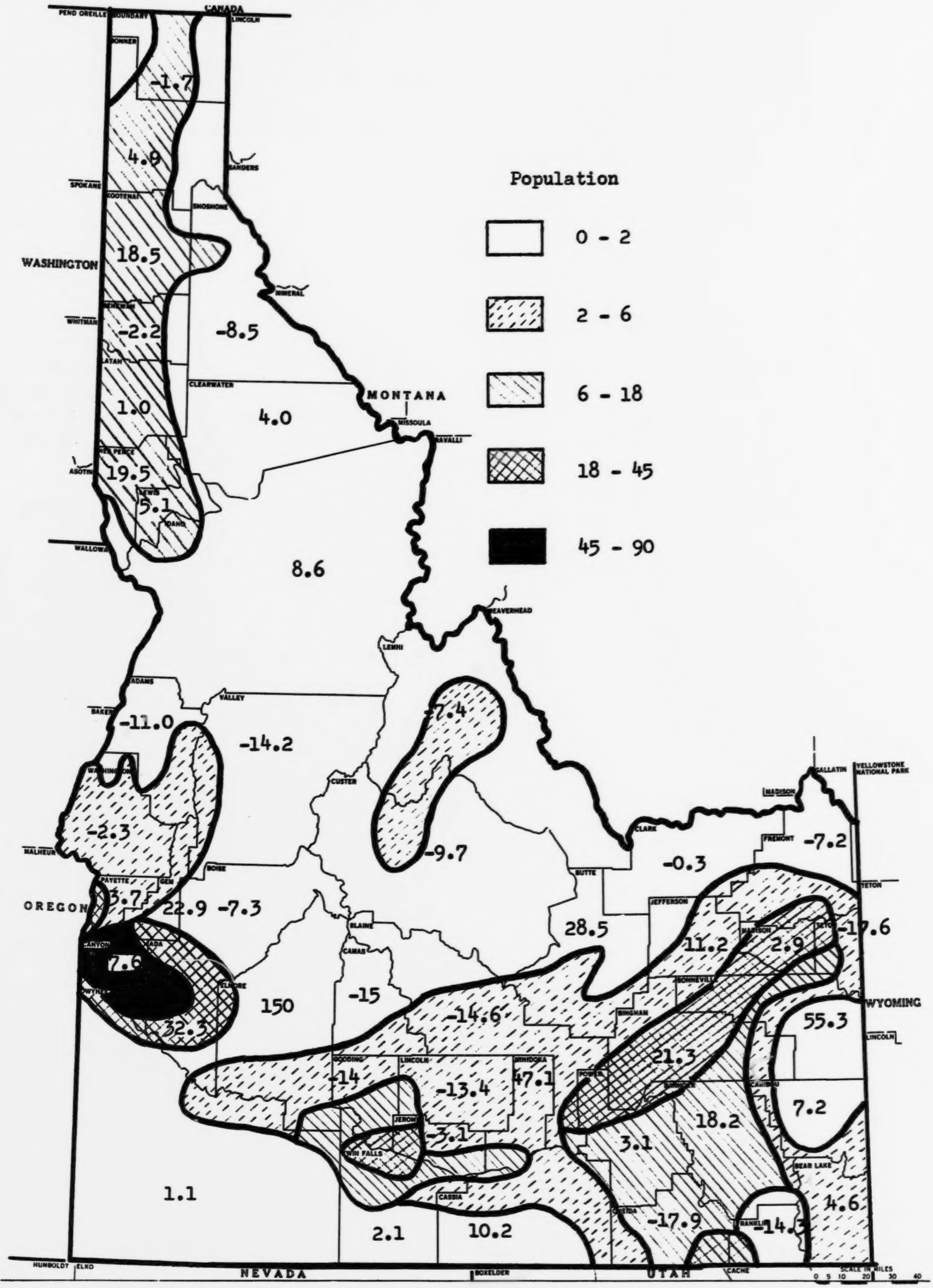
CANADA
PEND OREILLE
BOUNDARY
LINCOLN
BONNER
-1.7
4.9
SANDERS
SPOKANE
KOOTENAI
SHOSHONE
WASHINGTON
18.5
MINERAL
BENEWAH
WHITMAN
-2.2
-8.5
LATAH
CLEARWATER
MONTANA
1.0
4.0
MISSOULA
RAVALLI
NEZ PERCE
ASOTIN
19.5
LEWIS
5.1
IDAHO
WALLOWA
8.6
Population
0 - 2
2 - 6
6 - 18
18 - 45
45 - 90
BEAVERHEAD
LEMHI
ADAMS
VALLEY
BAKER
-11.0
-14.2
-7.4
WASHINGTON
CUSTER
GALLATIN
YELLOWSTONE NATIONAL PARK
MADISON
-2.3
MALHEUR
CLARK
-9.7
FREMONT
-7.2
-0.3
BOISE
BUTTE
TETON
PAYETTE
GEM
OREGON
3.7
22.9
-7.3
JEFFERSON
28.5
BLAINE
MADISON
TETON
-17.6
11.2
2.9
CANYON
ADA
7.6
CAMAS
BONNEVILLE
OWYHEE
ELMORE
150
-15
-14.6
WYOMING
BINGHAM
55.3
32.3
LINCOLN
GOODING
LINCOLN
MINIDOKA
-14
-13.4
47.1
POWER
21.3
BANNOCK
CARIBOU
JEROME
-3.1
18.2
7.2
TWIN FALLS
3.1
BEAR LAKE
1.1
CASSIA
4.6
ONEIDA
-17.9
FRANKLIN
-14.3
2.1
10.2
HUMBOLDT
ELKO
NEVADA
BOXELDER
UTAH
CACHE
SCALE IN MILES
0 5 10 20 30 40

Figure 2. Idaho's density of population, 1960, and percent of population change, 1950-1960. (From Vital Statistics and Population Projections for Idaho: 1960-1980, by Harry C. Harmsworth, 1967 and The World Book Encyclopedia, Chicago: Field Enterprises Educational Corporation. Vol. 9, 1963.)

TABLE IV

PERCENTAGE CHANGES IN POPULATION BY STATE, COUNTY, AND ECONOMIC AREA, IDAHO, 1920-1960[a]

Economic Area and County	1920 to 1930	1930 to 1940	1940 to 1950	1950 to 1960	1920 to 1960
Economic Area 1	2.12	20.1	.3	9.22	34.3
Adams	—3.3	1.9	—1.6	—11.0	.4
Blaine	—15.8	40.5	1.7	—14.6	2.8
Boise	1.4	26.3	—23.9	—7.3	—9.7
Bonner	1.5	19.1	—5.2	4.9	20.3
Boundary	1.8	31.4	—1.3	—1.7	29.8
Butte	—34.2	—2.7	45.0	28.5	19.0
Camas	—18.4	—3.6	—20.7	—15.0	—47.0
Clark	—40.5	10.4	—8.7	—.3	—51.5
Clearwater	32.5	24.9	—.3	4.0	73.2
Custer	—10.9	12.2	—6.5	—9.7	15.6
Elmore	—11.7	22.9	21.8	150.0	229.2
Idaho	—14.0	25.6	—10.0	18.6	15.3
Lemhi	—10.1	40.4	—3.7	—7.4	12.6
Shoshone	33.8	11.3	7.4	—8.5	46.5
Valley	38.2	15.7	5.8	—14.2	45.1
Economic Area 2	3.8	8.3	9.7	11.8	37.8
Benewah	—8.9	15.8	—15.8	—2.2	—13.5
Kootenai	8.9	14.4	12.0	18.5	65.3
Latah	—1.6	5.6	11.5	1.0	17.0
Lewis	—10.5	—10.9	—9.8	5.1	—24.4
Nez Perce	15.3	7.3	20.1	19.5	77.4
Economic Area 3a	6.6	30.6	27.9	17.3	108.9
Ada	7.7	35.3	40.0	32.3	165.4
Canyon	14.8	32.5	30.8	7.6	114.1
Gem	15.4	28.7	—8.5	22.9	42.0
Owyhee	—12.6	37.8	11.5	1.1	35.4
Payette	4.2	29.9	25.3	3.7	76.1
Washington	—15.5	11.1	—3.1	—2.3	—11.1
Economic Area 3b	1.2	19.2	10.4	4.8	39.6
Cassia	—16.2	10.0	1.4	10.2	3.0
Gooding	.4	22.1	19.9	—14.0	26.4
Jerome	45.9	18.4	22.0	—3.1	104.4
Lincoln	—5.9	30.4	.6	—13.4	7.0
Minidoka	—7.9	17.5	—.8	47.1	59.3
Twin Falls	5.0	22.0	12.6	2.1	47.9

TABLE IV (continued)

PERCENTAGE CHANGES IN POPULATION BY STATE, COUNTY, AND ECONOMIC AREA, IDAHO, 1920-1960[a]

Economic Area and County	1920 to 1930	1930 to 1940	1940 to 1950	1950 to 1960	1920 to 1960
Economic Area 4	2.0	11.5	8.9	17.8	45.8
Bannock	13.6	11.1	20.1	18.2	79.2
Bear Lake	—10.4	.5	—13.6	4.6	—18.6
Bingham	1.4	13.4	10.6	21.3	54.1
Bonneville	12.4	30.7	17.6	55.3	168.0
Caribou	— 3.2	7.7	144.1	7.2	172.8
Franklin	8.4	9.1	— 3.5	—14.3	— 2.2
Fremont	— 4.4	3.8	— 9.2	— 7.2	— 16.4
Jefferson	— 2.9	17.3	— 2.5	11.2	23.6
Madison	— 9.3	10.5	— .3	2.9	2.7
Oneida	—12.7	— 7.7	— 19.0	— 17.9	— 46.4
Power	—14.5	—11.0	.5	3.1	— 19.5
Teton	— 8.9	.8	— 11.0	—17.6	— 32.7
State	3.0	17.9	12.1	13.3	54.5

[a] Source: *Vital Statistics and Population Projections for Idaho: 1960-1980*, Harry C. Harmsworth, University of Idaho, August, 1967, p. 16.

TABLE V

POPULATION TRENDS AND FORECASTS, STATE OF IDAHO AND ECONOMIC AREAS 1960 to 1980[a]

Area	April 1, 1970	April 1, 1960	Net Change 1960 to 1970		April 1, 1980	April 1, 1970	Net Change 1970 to 1980	
			Amount	Rate			Amount	Rate
State								
High	738,685		71,494	10.7	854,966	738,685	116,281	15.7
Medium	726,602	667,191	59,411	8.9	812,949	726,602	86,347	11.9
Low	717,588		50,397	7.6	754,401	717,588	36,813	4.9
Economic Area 1								
High	110,872		2,764	2.6	110,869	110,872	3	
Medium	110,285	108,108	2,177	2.0	105,578	110,285	—4,707	—4.3
Low	109,175		1,067	1.0	97,974	109,175	—11,201	—10.3
Economic Area 2								
High	97,742		9,491	10.8	102,345	97,742	4,603	4.7
Medium	96,246	88,251	7,995	9.1	97,456	96,246	1,210	1.3
Low	95,580		7,329	8.3	90,438	95,580	—5,142	—5.4
Economic Area 3a								
High	220,570		33,205	17.7	281,437	220,570	60,867	27.6
Medium	217,337	187,365	29,972	16.0	268,005	217,337	50,668	23.3
Low	214,040		26,675	14.2	248,704	214,040	34,664	16.2
Economic Area 3b								
High	96,283		—1,016	—1.0	104,467	96,283	8,184	8.5
Medium	95,580	97,299	—1,719	—1.8	98,269	95,580	2,689	2.8
Low	94,809		—2,490	—2.6	91,191	94,809	—3,618	3.8
Economic Area 4								
High	213,218		27,050	14.5	255,852	213,218	42,634	20.0
Medium	207,154	186,168	20,988	11.3	243,641	207,154	36,487	17.6
Low	203,984		17,816	9.6	226,094	203,984	22,110	10.8

[a] Source: Vital Statistics and Population Projections for Idaho: 1960-1980, Harry C. Harmsworth, University of Idaho, August, 1967, p. 39.

Interpretations of these population trends and projection follow.

Population Trends by Economic Area

Area 1. Harmsworth reports a population density of only 2-6 per square mile for Area 1 which is by far lower than any other of the four economic areas. (See Figure 1, page 12.)

Although the region contained 53 percent of the state's land surface, it had no town with as many as 6,000 inhabitants. Eleven of the 15 counties of this area lost population between 1950-1960. The forecasts reported in Table V, page 17, shows that Area 1 can expect a slight increase between 1960-1970 with an expected decline in population between 1970-1980.

Area 2. During the decade from 1950-1960 the decennial gain of Area 2 of 12 percent was less than the state average of 13.3 percent. Kootenai, Latah, and Nez Perce counties grew more rapidly than the area as a whole. The principal cities of Coeur d'Alene, Moscow, and Lewiston-Lewiston Orchards increased 15 percent more rapidly than the whole area. Benewah and Lewis counties along with the areas outside the principal cities in large counties lost population. Harmsworth sees this as "more or less a general pattern for all of Idaho."

The medium forecast for this area indicated an increase of 9.1% between 1960-1970, with a leveling off predicted to occur between 1970 and 1980.

Area 3a. Area 3a with a 1960 population of 187,365 ranked number 1 among the state's economic areas. The population density was 16.0. Table VI, page 19, demonstrates that every decennial census from 1930 through 1960 showed the population of economic Area 3a as a higher percentage of the state population than the preceding period. Approximately three out of every four inhabitants of this area live in Boise, Caldwell, or Nampa.

Area 3a is projected to continue increasing more rapidly than other areas of the state because of its urban characteristics.

TABLE VI

POPULATION OF ECONOMIC AREA AS A PERCENT OF THE STATE POPULATION, IDAHO, BY DECADE, 1920-1960[a]

Area	1920	1930	1940	1950	1960
1	18.6	18.4	18.8	16.8	16.2
2	14.8	14.9	13.7	13.4	13.2
3a	20.8	21.5	23.8	27.1	28.1
3b	16.1	15.8	16.0	15.8	14.6
4	29.6	29.3	27.7	26.9	27.9

[a] Source: _Vital Statistics and Population Projections for Idaho: 1960-1980_, Harry C. Harmsworth, University of Idaho, August, 1967, p. 17.

Area 3b. Harmsworth reports that from the standpoint of total agricultural production Area 3b is one of the most important areas of the state. Yet in every census since 1940 this area has shown a smaller population increase than the one before. The percentage of increase between 1950 and 1960 was 4.8 percent which is 8.5 percentage points below the state's increase (13.3) for the same period of time. A special analysis of this area shows that the population growth has been limited to cities. For example, the major towns in each of the six counties (Burley, Gooding, Jerome, Shoshone, Rupert, and Twin Falls) experienced a population increase of 46.4 percent while the population in the six counties including the centers, increased by only 15.7 percent. Apparently this trend will continue. Harmsworth's projections show that Area 3b will experience a slight decline in population between 1960 and 1970. Unless the pessimistic outlook of projection C prevails, this area will recover slightly between 1970 and 1980.

Area 4. The phenomenon of centers growing more rapidly than rural areas also holds true for Area 4. The larger centers, Pocatello, Blackfoot, and Idaho Falls, increased by 50.4 percent, while smaller centers of the area increased by 13.2 percent between 1950 and 1960. In 1960, 42.8 percent of the total population of this area lived in one of the three major cities. The forecasts from Table V indicate that Area 4 will continue to have a moderate growth, second only to Area 3a.

Conclusions

The foregoing population trends and forecasts suggest at least the following implication for school district organization.

1. Bulging population does not present problems. Idaho has a relatively stable population, hence an expanding population will not be a problem in the foreseeable future. Consequently, resources can be allocated to improve the existing structure without drain of resources to solve typical problems associated with states having rapidly developing urban areas.

2. In-migration of Idaho may be expected to continue toward established urban centers. The principal cities and towns can be expected to show slight growth while smaller towns and rural areas will continue to decline in population.

3. In order to insure and sustain quality of education with a degree of economy, school districts must have an adequate population base. Many areas of the state do not now have that capability nor will they have it in the future. Consequently, patterns should be established whereby school districts are organized around city centers which have adequate population and predictable growth potentials to facilitate realistic approaches to allocating human and financial resources.

The demographic and economic factors of each region of the state must be given careful consideration in future school district organization, regardless of the alternative plan selected for Idaho.

CHAPTER III

ESTABLISHING EDUCATIONAL NEEDS, PROGRAMS, AND SERVICES

The central issue of this study, school district organization, is how to modify the existing school district structure to accomplish the following:

1. To bring students together in the most appropriate groups so that the state may provide relevant educational programs for them from kindergarten through high school.
2. To provide school children with the necessary supportive services and facilities while making an optimum utilization of the tax dollar.
3. To maintain the school government in close proximity to the citizens being served, without sacrificing effectiveness--as measured by efficiency, fiscal responsibility, and educational adequacy.

INTRODUCTION

Idaho's local school district system was a nineteenth century replica copied from the mid-western and eastern states. Most early school districts encompassed a small geographic area with the citizens of these districts having been delegated wide responsibilities for control and support of the schools. Pursuant with the state's constitution the plenary or total control nevertheless resided with the state legislature. From this beginning, Idaho has been intermittently challenged to restructure its school district organizational patterns. These challenges were brought about by population shifts. The necessity for more specialized programs and services increased the demand for more and better education, and an expansion in the state's economic base. Each of the challenges has been met by the state's citizens, with the last unified reorganization effort being completed in 1961. Although the previous reorganization efforts are most commendable, Idaho in 1967-68 still had a wide assortment of school districts ranging from the largest, Boise, with an enrollment of 21,145 to a small non-high school unit at Grouse with five students.

Another measure of the diversity of the Idaho districts is the range in wealth--the richest district in absolute terms, (Three Creek) has over $93,000 of adjusted assessed value behind each child in Average Daily Attendance, while the poorest district in the state (Pocatello) has less than $3,000 of adjusted assessed value per pupil in Average Daily Attendance (1966-67 data).

In the past, Idaho abandoned outmoded school districts and organized larger districts to cope with increased demands for quality education. The nation's advancing technology and the state's changing economic pattern augur for a re-examination of the current pattern of school districts and of school attendance centers.

To approach the issue of Idaho school district organization, then the first major issue is this: What are the characteristics of an adequate school district structure?

Determining the Characteristics of an Adequate School District

To answer this question the project staff obtained as much information as possible in the following areas:

1. Needs which are considered desirable for boys and girls of Idaho.
2. Programs and supportive services necessary to meet those needs.
3. The personnel necessary to provide the programs and services.

4. The administrative structure necessary to provide programs and services most efficiently and effectively with the best expenditure of the tax dollar.[12]

Where data were available, the project staff organized factual information relative to Idaho. However, some elements of criteria dealing with quality cannot be reduced to objective terms. Furthermore, many statistical factors must be related to beliefs and values.

This is particularly true in identifying needs of youth, the first step in building an educational program. Various groups and individuals of the state were therefore involved in identifying needs and recommending programs and services necessary to meet the identified needs. Over three hundred and fifty people from business, labor, industry, government, agriculture, and education were directly involved in a unique, ambitious, and meaningful process of identifying needs, programs, and services. Briefly stated the process involved having personnel with specialized training and experience prepare position papers designed to: (1) identify specific needs of Idaho youth, in specialists' respective program areas or service field, suggest educational programs and supporting services necessary to meet the identified needs, and (2) describe the structure (i.e., school district organization) which will provide these programs and services at a level of quality, with efficiency and economy of operation.

Once the position papers were prepared in first draft form, they were presented to people affected by or interested in the program and policies under study for their analysis and evaluation. After this step, a second draft of the paper was prepared.

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[12] School District Organization Study - An Invitation to Planning. Moscow, Idaho: October, 1967.

Next, a statewide conference, "Planning for School District Organization," was held in Boise.[13] Position papers were presented to those people in executive, legislative, and policy making positions in order that they could become knowledgeable about the proposals to be made and have an opportunity to evaluate the stated position. State Board policies, and the findings of Idaho's Task Force for Education were examined to determine official expressions of the state's concern for education.

Criteria and recommendations for Idaho school district organization were developed after reviewing the position papers, professional literature, Idaho Task Force report, and research evidence. The criteria are reported in the section which follows, in the form of standards of adequacy for effective and efficient school district organization.

Criteria for School District Organization

School district organization is a means to the end purpose of providing quality education to boys and girls. Criteria for adequate school district organization must therefore be based upon qualitative and quantitative factors of the educational programs and necessary supporting services. The following criteria have been developed and are proposed as standards of adequacy for Idaho school district organization.

1. Scope of Educational Program

A comprehensive and articulated educational program from kindergarten through grade 12 should be available to all children of the state.

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[13] Planning for School District Organization in Idaho. Boise, Idaho, April, 1968.

2. Breadth and Depth of Program

The educational program should be of depth and breadth adequate to meet the educational needs of all students of the state. Minimum breadth and depth of the educational program for the secondary schools are generally set so that three times the number of subjects required for graduation are offered each year. In Idaho this would be interpreted to be between approximately 45 to 50 units. The optimum range of offerings should be 87 and above. (The Idaho Task Force for Education recommends 44 units for small schools and 87 for large schools.) An analysis of breadth of programs, particularly in vocational education indicates that at the minimum levels the program opportunities for boys and girls would be extremely limited. Programs must provide occupational education which will provide at least: (1) occupational information and orientation for all students to the total world of work, (2) an opportunity for occupational exploration and experimentation for all students, and (3) special vocational programs at the high school level for those who cannot profit from the regular vocational program.

Table VII interprets these vocational educational criteria by specific programs that should be potentially available to all young people of a school district at the senior high school level.

TABLE VII

VOCATIONAL AND OCCUPATIONAL EDUCATIONAL CRITERIA FOR IDAHO SENIOR HIGH SCHOOL STUDENTS

Program for Boys

I. Occupational

Terminal (Job Oriented)
    Agriculture (production)
    Service--semi-skilled (cooperative)
    Business (cooperative)

II. Vocational-Technical (Pre-Vocational)

Designed to provide specific vocational-technical programs to prepare students for satisfactory entry at Post High School Vocational-Technical Programs

Program for Girls

I. Occupational

Terminal
    Business
    Service-operative
    Homemaking

II. Vocational-Technical (Pre-Vocational)

Business
Service
Vocational Home Economics

3. Staff Utilization

Staff utilization should permit the assignment of teachers and other personnel to areas which conform to their field of professional preparation. The ratio of certificated staff to pupil enrollment should produce the greatest educational advantage and the highest performance of staff assigned full time to one school as well as those serving more than one school.

4. Supporting Services

Each attendance unit should have adequate supporting services available in the following areas: administrative, consultative, health, supervisory, and special services (i.e., psychologists, psychometrists, social workers, speech correction specialists, counselors, audio-visual specialists), instructional materials and resource centers, and planning and development teams. A discussion of each service area follows.

Administration. The focal point of all activity in a school system should be the classroom where most of the learning experiences of pupils take place. The remaining functions, services, and plant facilities should be justified on the basis of their contribution to the effectiveness of the teacher and his work with pupils.

Current research dealing with the role of the school principal stresses his obligation to provide leadership which will exert a positive influence on the professional growth of teachers. This emphasis is spelled out by the following quotation from Gross:

> There is no greater test of leadership on the part of a principal than his positive influence on the professional growth of his teachers. If he is accepted by his teachers merely as a school executive and not as a professional leader, he cannot be regarded as a successful principal. He is responsible for

> contributing definitely to the professional improvement of his teachers and he will probably not succeed unless he becomes to them a stimulating professional leader.
>
> The elementary school principal holds a key position in the improvement of the professional staff. He is the acknowledged and appointed status leader. Whether he wants to or not, he will discover that among his most important functions are those related to "teaching teachers." Whether the school becomes a challenging educational enterprise or a dull and dreary place for children depends not so much upon what is there at the outset of his effort as upon the quality of leadership he provides for the staff.[14]

Research by Gross and Herriott gives strong evidence supporting this proposition. They emphasize the importance of the role of the principal in providing "executive professional leadership." "Executive professional leadership" is defined as the effort of an executive of a professionally staffed organization to conform to a definition of his role that stresses his obligations to improve the quality of staff performance. Gross and Herriott's research shows that the degree to which the administrator attempts to serve in this capacity he exerts a positive influence on the performance of the teachers, the staff's morale, and most importantly on the learning of pupils.

This means that each attendance center should have at least a full-time principal especially trained to provide leadership, to direct program development, to maximize the capabilities of the staff, and to work cooperatively and effectively with the community. The operation of an elementary or secondary school is a complicated and time consuming task--a task that cannot be adequately handled by a person assigned to teaching responsibilities, answering telephones, operating duplicating machines, counting lunch money, or maintaining the school's filing system. These are essential clerical tasks that must be performed if the school is to function effectively; however, it would be a more prudent use of tax dollars to allocate clerical and secretarial functions to personnel trained to do clerical and secretarial work. Similarly, it is prudent to assign professional leadership responsibilities to those who are capably prepared to provide professional executive leadership.

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[14] Neal Gross and Robert E. Herriott, Staff Leadership in Public Schools: A Sociological Inquiry. New York: John Wiley & Sons, Inc., 1965.

Other Administrative Areas. Essential programs, services, and functions above the operating capabilities of the attendance center should be allocated to the administrative level which can most effectively and efficiently provide for them. All functions that can be effectively and efficiently administered at the attendance unit level should be allocated to that level. Some functions will be shared responsibilities of various levels.

It is important that the distinction between attendance centers and administrative districts be understood. While it is apparent that it will continually be necessary for Idaho to have attendance units operating below the optimum size and in some cases below the minimum, this is not to say that each remote area should have a separate operating school district. Administrative and other service functions must be allocated to levels at which they can be most effectively performed. For example, during 1967-68, within the Grangeville School District, there are attendance units, grades 1-12, at Riggins. The basic educational program is offered at that level. Other 1-12 attendance units operate within the same school district at Grangeville and Kooskia. However, taxing authority, budget, allocation of budget money, transportation, special services, and supervisory services are provided at the school district level, from the central school district office at Grangeville. There are other areas of the state that would also serve as appropriate examples. Goldhammer sees this relation as follows:

> Resource procurement, resource allocation, general policy formation, and provision of specialized technical and supervisory services would be provided through the central district offices. Problems of local personnel management, program development and adjustment, community relations, pupil personnel matters, and so forth, would be administered within the sub-district in accordance with general district policies. In-service education, curriculum planning and research, and educational program coordination for particular groups of children would be functions performed both by the central office and the sub-district. It is envisaged that these direct operating functions plus much planning and evaluation for the unit would be conducted within the local planning unit. Over-all program development, resource allocations, and general informational services would be provided through the regional or metropolitan district offices.[15]

Central administrative functions should be performed by a superintendent and appropriate central administrative personnel. The composition of the administrative staff will vary from district to district according to its size, its unique educational program, its rate of improvement, and its rate of growth.

School district level consultative and supervisory services. Each attendance unit should have available specialists of a supportive and consultative capacity. Each elementary school should have access to specialists in fine arts, library, health and physical education, science, mathematics, social science, and reading as well as special psychological services.

Health Services. Each school in the state should have immediate access to the services of doctors, nurses, dental hygienists, and audiometrists.

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[15] Keith Goldhammer, "Local Provisions for Education: The Organization and Operation of School Systems and Schools," Emerging Designs for Education: Program, Organization, Operation, and Finance, May, 1968, pp. 73-132.

Special Services. Psychologists, psychometrists, social workers, speech correctionists, counselors, audio-visual specialists should be available in adequate numbers in all schools.

Instructional Materials and Resource Centers. Each school in a district has access to a well equipped and maintained instructional materials and resource center. Each school has library facilities which conform to standards established by the American Library Association and the American Association of School Librarians.

Research Planning and Development Functions. School systems must have the resources available to them to accomplish on-going planning and development activities. As outlined by Brickell[16] this would include:

1. Setting the general goals in conjunction with the external social system which controls and supports the school.
2. Selecting and/or developing instructional programs which will lead to the desired behavioral outcomes.
3. Redesigning instructional programs so as to include alternative instructional programs or altering objectives.

The above discussion on planning suggests that school systems must have adequate resources in time, personnel, and finance to determine coming events, to work with the external society in establishing broad educational goals, to interpret these broad goals into specific behavioral outcomes for students, to develop and select appropriate learning experiences, to assess the learning, to make decisions in regards to the appropriateness of educational programs and/or the broad educational goals, and to design new or redesign old learning programs.

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[16] Henry M. Brickell, "Local Organization and Administration of Education," Implications for Education of Prospective Changes in Society, January, 1967, pp. 215-244.

5. Adequate Pupil Population

Effective and efficient operation of the public schools require an adequate number of pupils. Economies-of-scale can be provided when attendance centers, school districts, and regional service units have a large enough base to permit the organization of pupils, personnel, and facilities into appropriate groupings. Geographic, demographic, and socio-economic conditions should be such that administrative operations can be established around population centers with potential for future growth. This will assure citizens that the best use of tax money expended for education may be realized.

Review of the literature, examination of research data, plus the judgment of knowledgeable people suggest appropriate pupil population bases. These minimum, optimum, and maximum levels allow the provision of good education without sacrificing economy, efficiency, or effectiveness.

Evidence indicates that to meet all conditions most satisfactorily (optimally) a school district would need to have an enrollment of 20,000 and over in grades K-12. Such a goal for school district size would undoubtedly appear unrealistic to most citizens of Idaho. Even so, there is clear indication that many leaders in this state are ready to consider realistic alternatives to the present structure.

In addition, there is evidence that most citizens in Idaho prefer to have as many operational responsibilities for public schools as feasible located in the local district; and as few as possible in state and federal agencies. If this desire is to become a reality, then Idaho must strive for districts as large as is feasible while developing co-operative programs within regional units to provide those programs and services demanding greater student base for economy and efficiency of operation. The major question is this: How can Idaho organize the most effective and efficient structure for education within the existing demography of the state and the demographic patterns of the foreseeable future? Vast areas of sparsely settled land present problems and limitations, but these can be overcome.

Another critical barrier to more effective organization is the attitude of many citizens. Constructive change occurs when there is an understanding of all the facts and information that can be provided on a problem and when there is a desire to seek improvement. A desire to seek improvement in school district organization will come as people are convinced that changes in school district organization will mean improved educational opportunities for their children.

Within this context the project staff, consultants, and educators have studied the issue of Idaho school district organization in terms of educational, economic, and administrative feasibility.

The following criteria are recommended as appropriate guidelines for planning effective and efficient school district organization for Idaho.

Idaho school districts should have the following size characteristics:

School Districts

1. School districts should have from 10,000 to 15,000 pupils in total population with, as a general rule, attendance centers no more than one hour and fifteen minutes, passenger car travel time, from the central district administrative office.

Districts of this size will be able to provide most necessary programs and services K-12.

2. The dispersion of the population, Idaho's geographical factors, and other conditions prevail which may make it undesirable and/or impractical to create districts within this optimum range of 10,000-15,000. There is evidence, supported by the judgment of knowledgeable people that adequate general and college preparatory educational programs can be provided in school districts enrolling over 3,000 students. Districts of this size however, will not be able to offer extensive vocational education programs, special education, curriculum research and development, educational specialists, and other specialist programs. Consequently, if school district organization creates a substantial number of school districts below the optimum size of 10,000, special programs and services should be provided from regional educational service agencies.

3. In a few isolated situations it will be necessary to establish districts with fewer students than those recommended above. However, it is unwise to allow districts of less than 1,600 students and then only by special State Board of Education action.

4. It does not seem reasonable to create school districts of more than 30,000 pupils in Idaho.

Elementary

Local elementary attendance centers should have the following size characteristics:

1. The criteria for elementary schools stipulate a minimum of at least one teacher per grade up through the highest grade taught in the school. Preference is expressed for two or three teachers in the highest grade. In terms of school size, these criteria would mean a K-6 grade minimum enrollment of approximately 175, six-grade (e.g., 1-6) minimum enrollment of about 150, an optimum range of a single attendance unit should be from 300-500, and a maximum of 720 pupils.

2. Travel time should not exceed one hour each way for ninety percent of the students transported to an elementary school center.

Secondary

Secondary schools should have the following size characteristics:

1. Where it is possible to bring students together within the

maximum of one hour and fifteen minutes one way travel time for ninety percent of the transported students, an optimum range of 800 to 1,200 students in grades 10, 11, and 12 is recommended.

2. Because of the present and projected demography of the state it will not be practical for all areas to meet the optimum size range. Minimum programs can be offered within secondary units that can enroll 100 or more pupils per grade. Special services and vocational educational opportunities must then be provided for these smaller units through cooperative arrangements from another level within the school system or between school systems.

3. Time/distance factors in some areas of the state will not permit the utilization and functional implementation of even the minimum size criteria of 100 pupils per grade. In such cases, a school should operate only with the approval of the State Board of Education. When such units are approved it is recognized that:

   a. Educational opportunities will be limited.

   b. The small units will need supplemental programs and services provided by larger administrative units.

   c. Per pupil cost, for providing near equitable opportunities for remote areas will be considerably higher than costs in optimum size schools.

   d. The state should recognize these factors in state school finance formulas.

Summary

This section has presented a set of criteria for effective school district organization in Idaho. It is important that no single criteria be predominant or be considered an absolute by itself. Size, for example, is a relative and variable condition that must be considered in relation to other factors such as sparsity-density phenomena, geographical conditions, population projections, and other individual characteristics of various areas of the state. Hence, no one factor such as size, travel time, or number of subjects offered, for example, should be used to legislate school district organization. All criteria recommended in this study must be specifically applied to each area of state, taking into account the peculiar characteristics of each area as a statewide plan of school district organization is developed.

CHAPTER IV

PROBLEMS AND POTENTIALS OF IDAHO'S CURRENT STRUCTURE

There are a number of alternative plans to school district organization in the foreseeable future. The first alternative examined is to retain the present level of emphasis on school district organization--that of local initiative on a modified permissive basis. Criteria of adequacy of local school districts and attendance units previously outlined could be used as guidelines when local districts consider possible alternatives when revising the present school district structure.

Using the period of 1961 through 1968 as a predictor of future action, it would be estimated by 1980 that we would have a structure not too different from the present one. However, there are those who would argue that the present structure is adequate and should be maintained. An analysis of the problems and potentials of the current organizational structure is therefore in order. The criteria presented in Chapter III will be used as a basis of the analysis.

Scope of Educational Program

During the academic year, 1967-68, Idaho had 117 legally operating school districts which ranged in size from five pupils in the smallest district to 21,145 in the Boise district. Table VIII, page 40, reports the distribution of districts by enrollment categories. The scope of the educational program is also reported in this table. One hundred and five of these districts maintained educational programs from grades 1 through 12. One district operates with grades 1 through 10.

TABLE VIII

ENROLLMENT BY SIZE OF SCHOOL DISTRICT
1967-68[a]

Enrollment Categories	No. of School Districts	% of School Districts	Total Group Enrollment	% of Total Enrollment	Scope of Educational Program 1-6	1-8	1-12
Less than 499	46	39.32	10,000	5.68	2	9	35*
500-749	15	12.82	9,283	5.27	0	0	15
750-999	12	10.26	10,013	5.69	0	0	12
1000-1499	15	12.82	19,128	10.86	0	0	15
1500-1999	6	5.13	10,513	5.69	0	0	6
2000-2999	7	5.98	16,891	9.59	0	0	7
over 3000	16	13.68	100,276	56.94	0	0	16
Total	117	100.00	176,104	100.00	2	9	106

*Avery operates a school district for grades 1-10.

[a] Source: Idaho State Department of Education, SDE 650 Annual Report, 1967-68.

Of the 11 non-high school operating districts, nine districts have programs in grades 1 through 8 and two have 1 through 6 programs.

Although Idaho does not support public kindergartens there is a possibility that they will be recommended in the next session of the legislature. In a 1965 survey,[17] the Idaho Education Association reported a study showing that 3,431 children were attending 92 kindergartens in the state. Eight schools reported operating less than 50 days a year; three indicated 50 to 100 days of operation. Eighty-one operated on a five-day per week schedule.

Although the results of the survey were not conclusive--and could not be conclusive because of the unknown and unreported private kindergarten programs operative in the state--it is obvious that only a small percentage (19.62% based on available data) of the 17,484 children enrolled in the first grade in the 1965-66 school year had attended some kind of kindergarten.

This information becomes even more significant when a comparison is made between kindergarten enrollment in Idaho with a United States Office of Education study showing that 58.1% of the children in the United States, age five, attended kindergarten in 1964. The present school district structure is not providing for a full range of educational opportunities K-12 in most all areas of the state.

Breadth and Depth of Program

The breadth of the high school program can be partially measured by the number and variety of subjects offered. An analysis of course offerings of Idaho high schools during the 1967-68 school year was undertaken. The analysis of course credits offered in various fields of instruction are reported by categories of school size in Table IX. The number of courses reported in "Carnegie Units"* represents individual offerings and does not include additional sections of the same course. For example, English I, although it may be offered several times in different sections, has been tallied as one course offering. The course offerings are reported for grades nine through twelve regardless of the organizational pattern.

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[17] Public Kindergarten in Idaho. Boise: Idaho Education Association, 1965.

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*Carnegie Units is a course covering an academic year of not less than 36 weeks that shall include in the aggregate not less than the equivalent of 120 clock hours of classroom work for non-laboratory classes and 145 clock hours for laboratory classes.

TABLE IX

BREADTH OF IDAHO HIGH SCHOOL PROGRAMS
NUMBER OF COURSE CREDITS BY INSTRUCTIONAL AREAS
1967-68[a]

Field of Instruction	0-99 Group I	100-199 Group II	200-299 Group III	300-499 Group IV	500-999 Group V	Over 1000 Group VI
Language Arts	5.3	6.0	6.4	6.3	8.0	11.5
Mathematics	3.6	4.1	4.3	4.6	5.0	6.7
Health and P. E.	1.9	2.0	2.1	2.6	2.1	2.9
Science	3.2	3.6	4.1	5.1	4.9	6.1
Social Science	3.4	4.0	4.2	4.5	4.9	6.8
Fine Arts	1.6	2.0	2.5	2.6	3.9	6.4
Foreign Language	.9	1.3	2.2	3.0	5.0	10.3
Occupational Education[b]	6.7	10.11	14.30	14.1	18.7	23.5
Total	26.6	33.1	39.8	42.8	52.5	74.2

[a] Data derived from State Department of Education High School Accreditation Report, 1967-68.

[b] Includes: Home Economics, Agriculture, Office Occupations, Trade-Technical, and Distribution Education.

The number of course offerings as expressed in "Carnegie Units," varies from an average of 26.7 in schools with fewer than 100 students to 82.7 for schools enrolling over 1,000 students. (See Table IX)

When enrollments reach 1,000 pupils, increased opportunities tend to be found especially in language arts, social science, and vocational education. For example, the number of units offered in foreign languages is 10 times greater in the largest group of schools when compared to the smallest group. The health and P.E. offerings is the only subject area that remains somewhat constant with all size groups.

It must be pointed out that courses offered does not necessarily indicate the extent to which the needs of all students are met, it does, however, offer one significant index of opportunities available to students.

Table X shows the relationship between school size and vocational educational opportunities. Actually there are few schools in Idaho with sufficient student population to support a full range of occupational education in the secondary program. However, larger units offer great depth and breadth of offerings.

As pointed out by Kjos, "There is a need in Idaho for a greatly expanded program of Vocational Education at the high school, post high school, and at adult level."[18]

Authorities in the field conclude that a student population base of approximately 15,000 is necessary to support a comprehensive occupational education program.[19] Under the existing structure only one school district in the state would fully qualify. If the needs in vocational education are to be met within the present structure, ambitious cooperative arrangements must be initiated. To date, efforts to initiate such programs have not been fruitful. This suggests that the programs will not be initiated and carried out within a structural arrangement that permits such a great diffusion of responsibilities as the present laws allow.

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[18] O. E. Kjos, "Vocational Education in Idaho--Present and Projected," Planning for School District Organization in Idaho. Boise: Idaho School District Organization Project, April, 1968, p. 57.

TABLE X

IDAHO SENIOR HIGH SCHOOL CURRICULUM OFFERINGS IN VOCATIONAL EDUCATION AND PRACTICAL ARTS COURSE
1967-68[a]

	Mean of Total Offerings		
School Size	Practical Arts[b]	Vocational Ed.[c]	Total
0 - 99	5.14	1.60	6.74
100 - 199	7.44	2.68	10.12
200 - 299	9.33	4.67	14.00
300 - 499	9.46	4.67	14.13
500 - 999	12.10	6.60	18.70
1000-over	13.21	10.28	23.49

[a] Source: Class Schedules submitted to the State Department of Education, October 15, 1967.

[b] Practical arts includes general business, and industrial arts.

[c] Vocational education is defined as preparation for specific occupation, i.e., vocational agriculture, vocational home economics, office occupation, distributive education, trade and industry, technical and health occupation.

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[19] Byrl Shoemaker, "Vocational-Technical Education and School District Organization," Planning for School District Organization in Idaho. Boise: Idaho School District Organization Project, April, 1968.

Breadth of educational opportunity may be viewed from still another position. McLure[20] indicates that one of the most important characteristics of a good school system is its capacity to create new ideas for improvement and to discontinue old ones as better ones can be substituted. A recent study of Idaho's 123 high schools in districts enrolling students in grades 9-12 or 10-12 were surveyed to determine the extent of adoption of new programs and special services. The research examined the breadth of educational opportunity in the Idaho secondary schools in the areas of:

A. New Curriculum Studies Being Used. The following ten items were included in this section:

1. New mathematics programs being offered.
2. New science programs being offered.
3. New social studies programs being offered.
4. New English programs being offered.
5. New health and physical education programs being offered.
6. Advanced study in a foreign language being offered.
7. Courses offered in art by a qualified instructor.
8. Courses offered in music by a qualified instructor.
9. Opportunity for students to see museum displays.
10. Opportunity for students to attend theatrical productions.

B. Instructional Patterns in the Schools. Four items were included in this section of the study--team teaching, flexible scheduling, nongraded approach, and correspondence courses.

C. Instructional Media and Audio-Visual Aids. This section included the following factors: Programmed text or machines, television, telelecture or telewriter, 8mm cartridge, language laboratory, and listening laboratories.

Schools were divided into the three groups according to pupil enrollment. Table XI reports the size of schools and the number of schools responding in each classification.

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[20] William P. McLure, "Educational Innovation," Education for the Future of Illinois. State of Illinois: Task Force on Education, December, 1966, p. 65.

TABLE XI

SIZE OF SCHOOL CLASSIFICATION AND NUMBER OF SCHOOLS RESPONDING IN EACH CLASSIFICATION[a]

Number of Students Enrolled	Number of Schools in Group	Number of Schools Responding	Percent of Schools Responding
Large--500 and over	23	23	100
Medium--200-499	33	33	100
Small--199 or less	67	67	100
Total	123	123	100

[a] Philip George, A Study of Select Innovative Programs and Services Adopted by Public High Schools in the State of Idaho. Moscow, Idaho: University of Idaho, March, 1968, p. 26.

When the results of the returns were analyzed, the following findings were reported:

1. In category number 1, Adoption of New Curriculum, there was a significant difference between the number of adoptions in schools of different sizes. Medium size schools adopted more new programs than small schools. Large schools adopted significantly more new programs than both the medium and the small schools.

2. In category of New Instructional Patterns of the Schools of Various Sizes, there was no significant difference between small and medium or between large and medium. However, the difference between the number of new instructional patterns adopted in the large schools compared to the smaller schools was significant at the .05 level.

3. There was no significant difference between the three groups in the availability of new instructional media and audio-visual aids.

As a result of the findings, the researcher concluded:

1. For the most part, the adoption of innovative practices and

services in this study by Idaho public high schools is not extensive. However, it may be concluded that because of the wide range in number of adoptions by individual schools, some schools are attempting to meet the challenge.

2. With some exceptions, the larger the enrollment of the school, the greater the tendency toward innovation. In many cases it appears that the larger schools may have the expertise or change agents needed to bring about innovation.

3. Adoptions of innovative practices and services are very limited where the adoption requires an intensive departure from traditional patterns. Illustration of this limitation is evidenced by the small number of adoptions in the following specific areas: instructional patterns in the school, instructional media and audio-visual aids, and special offerings.

Summary. Studies of existing educational structure in Idaho have found wide variation in the breadth of educational programs available to youth in various areas of the state. Differences can be attributed primarily to size of school population. It has been demonstrated that breadth of programs increases progressively as the size of enrollment in the schools increases.

It has been pointed out that size is an important factor in providing educational advantages as well as for economy of operation.

Staff Utilization

Staff utilization has been defined as the assigning of teachers and other personnel to subject areas which conform to their professional field of preparation. Standard V of the Secondary Accreditation Procedures and Standard for the State of Idaho offers a measure of staff utilization under the above definition in Idaho's secondary schools.

To meet Standard V, teachers must meet minimum professional training and subject area preparation. School principals must hold a valid certificate qualifying him for the position. Librarians should meet minimum requirements as a librarian.

Table XII reports the number and percentage of schools by size categories which met this minimum during the 1966-67 school year. All schools with enrollments above 1,500 met minimum personnel standards, while schools with smaller enrollments experienced difficulty in staffing positions with personnel who met minimum qualifications.

TABLE XII

ACCREDITATION STANDARD V
NUMBER AND PERCENT OF SCHOOLS BY SIZE CATEGORIES APPROVED UNDER STANDARD FIVE[a]

Size	Number	Number Approved	Warned or Advised	Percent Approved	Percent Not Approved
0 - 499	98	56	42	57.1	42.9
500 - 799	9	7	2	77.7	22.3
800 - 1499	10	9	1	90.0	10.0
Above 1500	9	9	0	100.0	0.0
Total	126	81	45		

[a] Source: Idaho State Department of Education, State Accreditation of Secondary Schools: Boise, Idaho, 1967-68.

Of course, part of the reason for this difficulty is that teachers in smaller schools must teach in several different subject areas. Few schools of less than 500 can afford to have full time librarians. In small school districts the high school principal often serves as both principal and superintendent, plus teaching a class or two.

A recent study of the preparation of teachers in the field of social studies by Anderson[21] further suggests that teachers in small high schools do not have the depth of training in some content fields. In his study, Anderson examined the preparation of social studies teachers in 100 Idaho high schools. According to the results of this study, the teachers in Idaho's larger schools have more depth of preparation in the content field than teachers in smaller schools.

Van Woert's study,[22] An Analysis of Teacher Qualification and Assignment for Teachers of English, Mathematics, and Science in the High Schools of Idaho, shows that larger schools have better trained Math and English teachers. English, Science, and Math teachers in the larger schools have fewer preparations per day and have fewer teaching assignments outside their area of training than do their counterparts in small schools.

Another dimension of staff utilization may be measured by the extent that personnel are used to near full capacity, that is meeting the optimum number of students during the school day. This can be measured in part by pupil-teacher ratio and average class size.

Table XIII demonstrates the relationship between school size and the average size of classes. Obviously the smaller the school, the more likely it is that they will have smaller classes. The same holds true for the pupil-teacher ratio. It follows that the pupil-teacher ratio is less in smaller units, also reported in Table XIII, page 51, column 3.

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[21] Lawrence C. Anderson, An Analysis of the Academic Preparation and Teaching Assignment of Idaho High School Social Studies Teachers, July, 1967.

[22] Robert Van Woert, An Analysis of Teacher Qualification and Assignment for Teachers of English, Mathematics, and Science in the High Schools of Idaho, 1968.

TABLE XIII

IDAHO SECONDARY SCHOOLS
AVERAGE CLASS SIZE AND PUPIL-TEACHER RATIO
1966-67[a]

School Groups by Enrollment	Teacher-Pupil Ratio	Average Class Size
Over 1500	21.86	26.14
1000-1500	21.20	26.02
500-999	19.27	23.90
300-499	20.60	23.74
200-299	18.03	21.84
100-199	14.63	18.00
50-99	10.77	14.73
Under 50	8.06	9.07
Weighted Average	18.88	22.87

[a] Source: Idaho State Department of Education, Statistical Summary on Idaho Secondary Schools by Groups, 1966-67.

It can be said that because of the more advantageous pupil-teacher ratio, the teacher in the smaller schools could become better acquainted with the problems, needs, abilities, and aspirations of each student.

As pointed out in an earlier project publication[23] these are subtle benefits which cannot always be measured. However, efficiency as measured in terms of expenditure per student, and effectiveness as appraised in terms of pupil achievement can be measured at least in part.

If the input as measured by the per pupil expenditure in schools of varying sizes is compared to the output as measured by indices of student achievement, it is possible to obtain some notion of both the dimension of effectiveness and efficiency.

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[23] School District Organization Study - An Invitation to Planning. Moscow, Idaho: Idaho School District Organization Project, October, 1967.

It is readily apparent from Table XIV that smaller school districts spend considerably more per student for the educational program than larger districts.

TABLE XIV

AVERAGE PER PUPIL COST FOR CURRENT EXPENDITURE
BY SIZE CLASSIFICATION
1966-67[a]

	Per Pupil Expenditure	Range
Ten Largest School Districts	345.91	\$330 - \$412
Ten Smallest School Districts	636.02	\$555 - \$843
State Average	386.71	\$330 - \$843

[a] Source: Idaho State Department of Education - SDE 650 Report, 1966-67.

This fact, coupled with the evidence that on the average, students from smaller schools do not achieve as well as those in larger schools (as measured by achievement tests) indicates that larger schools are able to operate with a greater degree of effectiveness and efficiency.

Supporting Services

Administration has been identified as one of the more important supporting services. The criteria called for adequate administration to facilitate the instructional program.

Principals. If it is essential to have an instructional leader available to each teacher in each school as defined in the established criteria, the present structure presents a number of inadequacies. Currently there are 394 elementary principals and head teachers employed in public schools. Of this total 212 or 53.59% are assigned some teaching duties and very few have adequate secretarial help, if any. Thus, the time allocated for instructional leadership is taken up by clerical and secretarial tasks.

In 26 (18.6% of all districts) of the smallest districts, the superintendent also serves as the high school principal. It is important to note that a recent national study indicates that today's principal averages a 50-hour week on school work and other directly related activities. Trump[24] has indicated that the principal, regardless of large or small schools, should spend three-quarters of his working time improving instruction. Using the above 50 hours, this would mean about 37 hours a week should be devoted to instructional improvement. The remaining time or about 13 hours would be devoted to other school tasks (i.e., buildings, community relations, personnel, activities). Trump[25] also sees the need for a principal having assistance in the areas of:

1. Administering the school plant (cafeteria, office, etc.)
2. Writing proposals in order to participate in federal and state programs
3. Conducting public information programs

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[24] J. Lloyd Trump, The Secondary School Principalship and the Challenge of Change, 1968. (Mimeographed.)

[25] Ibid.

4. Supervising attendance, discipline, and guidance
5. Supervising co-curricular activities
6. Improving the instructional program

Obviously schools with less than a full time principal face the alternative of not participating in some programs that are established to alleviate some problems which these schools face.

Principals teaching full or part time, superintendents serving the full range of responsibility for district operation as well as attempting to perform the principal's role in the secondary schools, may at first glance appear to be economy of operation. It is likely that schools pay a high price for this kind of "economy" in not adequately meeting the administrative functions essential to support a quality educational program. In addition, there is evidence that efficiency in terms of cost per student is not being met.

District Wide Administration. Studies[26,27,28] reviewed in the process of this project demonstrate the economies derived from large enrollments of public school districts particularly in the area of administrative cost. Reporting variables in Idaho preclude a precise administrative cost study at this time. However, available data from the State Department of Education Financial Report listed in Table XV suggest that larger districts in Idaho can be more economically administered.

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[26] Byron Hansford, Comparative Information, 1965-66. Denver: Colorado Department of Education, 1967, p. 3.

[27] Ellis Hanson, Planning for School District Organization in Iowa. Des Moines: Department of Public Instruction, July, 1967, p. 37.

[28] Richard Manatt and Anton J. Netusil, "A Study of Administrative Costs in Selected School Districts of South Dakota, Iowa, and Missouri." March, 1968.

As pointed out in Table XV the average per pupil cost of administration for the ten largest school districts in the state is $11.26, the ten medium size districts spent $22.19 per student for administration, while the smallest ten high school operating districts spend an average of $57.87 per student for the same services. Table XV also reports the range of each size category.

TABLE XV

AVERAGE PER PUPIL COSTS OF ADMINISTRATION AND CURRENT EXPENDITURE BY SIZE CLASSIFICATION[a]

School Districts	Per Pupil Current	Mean Per Pupil Administrative Cost	Range of Cost
Largest Ten	345.91	11.26	7.26-17.02
Medium Ten	389.56	22.19	18.18-35.30
Smallest Ten	636.02	57.87	19.09-92.41

[a] Source: Idaho State Department of Education 650 Financial Report, 1966-67.

This does not prove that small schools should not have the administrative services. To the contrary, administrative services are essential to educational programs regardless of the size of the operating unit. However, these central office functions now allocated to very small school districts could be more effectively and economically provided in larger school districts. Apparently then, if economy of operation is a concern, the present structure is not a defensible alternative to school district organization in Idaho.

Other Supporting Services

The Idaho elementary principals[29] recently identified the lack of programs, services, and material in the following areas to be significant obstacles in offering quality education:

.Adequate kindergarten programs
.Financial resources
.Pupil personnel services
.Adequate physical facilities
.Adequate secretarial and clerical personnel
.Programs and services for exceptional children
.Availability of elementary curriculum consultants
.Adequate instructional media and equipment
.Development of new elementary instructional materials
.Research and development for the school district
.Securing and holding qualified teachers
.Availability of resources for curricular revision
.Availability of health services

It is noted that Pupil Personnel Services, Availability of Secretarial and Clerical Help, Curriculum Consultants, Research and Development, Availability of Resources for Curriculum Revision and Availability of Health Services are all within the area of supporting services. As perceived by a sample of Idaho elementary principals, several needed services are not available to Idaho elementary schools. It must be stated that these obstacles to quality education are a function of inadequate financial support as well as inadequate school district organization.

As in the case of elementary principals, the lack of adequate supporting services was ranked by Idaho school superintendents as significant obstacles to school districts in providing quality education by superintendents. In their response to a similar questionnaire,[30] the superintendents indicated the lack of programs, services, and materials in the following areas as significant problems and obstacles to quality education in their districts:

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[29] Reference and Resource Material - Elementary Education and School District Organization. Moscow, Idaho: The Idaho School District Organization Project, 1968.

.Research and development for the school district
.Providing vocational educational opportunities
.Obtaining adequate financial resources
.Providing programs and services for exceptional children
.Elementary pupil personnel services
.Availability of elementary curriculum consultants
.Availability of secondary curriculum consultants
.Developing long range planning
.Secondary academic curriculum offering
.Secondary pupil personnel services
.Availability of resources for curriculum revision
.Developing new secondary instructional material
.Evaluating the educational programs

Although the data from the elementary principals and superintendents were not analyzed by school size, data from George's study[31] cited earlier analyzes the special offerings available to students in Idaho high schools of various sizes. The data are reported in the form of rank order of items which had been adopted by 1968 in Idaho's 123 high schools. (See Table XVI)

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[30] Idaho Superintendents Association Recommendations - School District Organization. Moscow, Idaho: Idaho School District Organization Project, April, 1968.

[31] Philip George, A Study of Select Innovative Programs and Services Adopted by Public High Schools in the State of Idaho. Moscow, Idaho: University of Idaho, March, 1968.

TABLE XVI

RANK ORDER OF ITEM ADOPTION BY IDAHO HIGH SCHOOLS 1967-68[a]

Item	Schools No.	Adopting Percent
Remedial help to students is offered	60	48.7
Instruction for home-bound students offered	39	31.7
Provision made for academically talented students	36	29.2
Classes for mentally handicapped offered	33	26.8
Classes for physically handicapped offered	13	10.5
Classes for auditory handicapped offered	11	8.9
Classes for emotionally handicapped offered	11	8.9
Advanced placement courses available	11	8.9
Classes for visually handicapped offered	10	8.1

[a] Source: Philip George, A Study of Select Innovative Programs and Services Adopted by Public High Schools in the State of Idaho. Moscow, Idaho: University of Idaho, March, 1968, Table XVII, p. 48.

Although the study indicated a general lack of special programs throughout the state, Table XVII illustrates that larger schools provide significantly more special offerings than smaller units.

TABLE XVII

SPECIAL OFFERINGS BY SCHOOL SIZE[a]

School Group	Median	Mode
Large--over 500	3.1	3
Medium--200-499	1.6	1
Small--up to 199	1.0	0

[a] Source: Philip George, A Study of Select Innovative Programs and Services Adopted by Public High Schools in the State of Idaho. Moscow, Idaho: University of Idaho, March, 1968, p. 46.

Statistical analysis revealed a significant difference at the .05 level when comparing the mean number offerings and services available in the larger school group as compared to the smaller school groups. Medium size schools also offered significantly more special programs than smaller schools and fewer than the large schools. It may be concluded therefore that size is a critical factor in the ability of a school to provide special programs and services under the present school district organizational structure.

The foregoing findings on educational programs, staff utilization, and supporting services appear to be verified to some extent by information reported on the accreditation of Idaho secondary schools. To be fully approved, schools must maintain minimum standards in the following areas:

I. Philosophy, purposes and objectives
II. Organization
III. Educational Program
IV. Facilities and Equipment
V. Personnel
VI. Records, reports, and administration
VII. Evaluation of the educational program

In 1966-67, 44 high schools (44.83%) with enrollments less than 500 were either advised or warned concerning accreditation during the 1966-67 school year, compared to 3 of 12 (25%) schools with enrollments between 500-999, while all 16 schools with enrollments 1,000 and over were approved.

School District and Attendance Unit Size

When the current organizational structure of Idaho's school districts is compared with the size criteria recommended on page 60, the following results appear.

School system size. The recommended criteria state that where possible, school districts be created to include between 10,000 and 15,000 population. Currently two school districts, Pocatello and Idaho Falls, are within this recommended range. Boise is above the optimum, but below the maximum level of 30,000. On the other hand, in examining present school district sizes (see Appendix A, page 111), 88 school districts or 74.22% fail to meet the minimum size criteria of 1,600.

Secondary Attendance Centers. Of Idaho's 123 public high schools, 14 or 11.38% fall within the optimum size range (800-1,500), while 98 (79.5%) of the high schools fall below the minimum criterion of 500 students. Of course, some of these units may be classified as necessary existing remote schools. However, that number would be far fewer than 98 existing secondary units.

Elementary Attendance Centers. Of Idaho's 394 operating elementary schools, the majority (238 or 60.40%) fall between the minimum and the maximum range of 150-750. One hundred and fifty or 38.32% enroll fewer than 150 students, the recommended minimum. Considering the time/distance factor it can be assumed that elementary units are currently organized into relatively functional units.

Summary of the Problem

With its current wide assortment of school districts and attendance centers, it can be concluded that Idaho is not effectively and efficiently providing the programs and services necessary to meet the identified needs of the boys and girls of this state. The problem is summarized on the following pages.

1. The present school district structure cannot effectively and efficiently provide a full scope of educational opportunities, kindergarten through 12.

2. Studies of the existing educational structure in Idaho have found wide variation in the breadth of programs available to youth in various areas of the state. Differences can be attributed to at least:

   (a) size of school population

   (b) lack of adequate financial resources

3. It has been demonstrated that breadth of programs increase progressively as the size of enrollments in the schools increase. Many schools lack the necessary student base to make it economically feasible to provide program breadth and depth.

4. It has been demonstrated that the existing structure does not facilitate effective and efficient utilization of teachers, consultants, and administrators.

5. Many school districts and attendance centers are too small to provide necessary special supportive services and programs.

Statement of the Potentials

Although many shortcomings of the existing school district structure have been revealed, an examination of the potentials of this state are somewhat encouraging.

1. There is evidence to support the notion that Idaho citizens are interested in providing good educational opportunities for boys and girls.

2. Professional educators are willing to provide leadership and statesmanship to find solutions to current school district organizational patterns.

3. Bulging population does not present a problem. Idaho has a relatively stable population. Population pressure is not and perhaps will not be a problem at least in the foreseeable future. This means resources can be allocated to improve the existing structure without drain of resources to solve typical problems associated with states having rapidly developing urban areas.

4. Previous efforts in school district organization lead to several significant improvements including the elimination of all but 11 non-high school operating units, the elimination of the out-dated concept of the county superintendent's office, and of the reduction of the number of operating attendance units and some small school districts. Potentially this places Idaho in a more favorable position than many states as it becomes necessary to meet the challenges of present and projected demands on the educational structure. Three alternatives to the existing structure are presented and analyzed in Chapter V which follows.

CHAPTER V

ANALYSIS OF SELECTED ALTERNATIVE PLANS

There are a number of possible alternatives to school district organization. Hawaii's state system of school district organization might be cited as the model of the future, wherein all local school districts are eliminated. Hawaii has but one school district. This alternative would not be acceptable in Idaho. However, it has been sufficiently demonstrated that the present structure must be altered and improved. Consultants to this project have suggested that failure of a state to make necessary adjustments and improvements in their educational system is to invite the federal government in the interest of national security and welfare, and other outside agencies in the interest of business profits to take over the task of education.[32,33]

Undoubtedly, Idaho citizens favor other options for improving education in this state. In the pages which follow, three suggested alternatives are presented and analyzed.

Plan I. Large Scale Plan--Six or Seven Regional Districts

This alternative would vest the operating responsibilities for the schools in six or seven large administrative educational districts covering geographical areas coterminous to Idaho's six existing junior college districts. This arrangement would provide districts in Idaho ranging in

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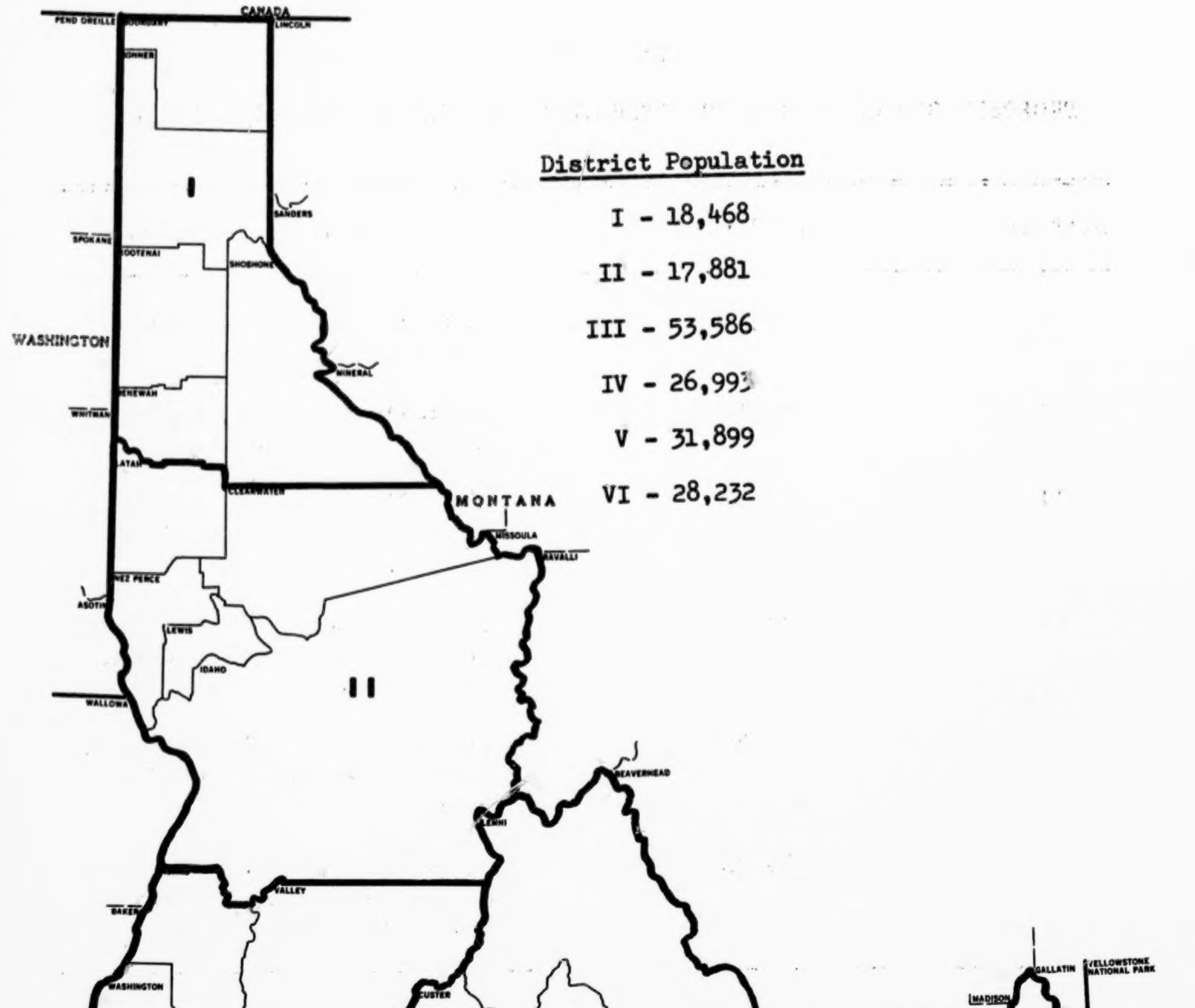
[32] Ralph D. Purdy, "An Approach to Thinking and Planning Together for Education in Idaho," School District Organization Study - An Invitation to Planning, October, 1967, pp. 25-27.

[33] Donald C. Orlich, "A Summary of the Conference," Planning for School District Organization in Idaho, 1968, pp. 167-181.

enrollment from approximately 18,000 to 52,000 students (see Table XVIII). The map on page 65 shows the proposed districts under this alternative. The districts in this proposal would be large enough to provide for a full range of educational programs and services, e.g., centers for vocational programs, special services, consultative services, health, special education, instructional materials, resource centers, and educational planning and development. They would have the same legal authority that school districts now possess.

If District III were divided into two separate districts, all of the seven proposed districts could be below the recommended maximum size of 30,000.



CANADA
PEND OREILLE
BOUNDARY
LINCOLN
BONNER
I
SANDERS
SPOKANE
KOOTENAI
SHOSHONE
WASHINGTON
MINERAL
BENEWAH
WHITMAN
LATAH
CLEARWATER
MONTANA
MISSOULA
RAVALLI
NEZ PERCE
ASOTIN
LEWIS
IDAHO
II
WALLOWA
BEAVERHEAD
LEMHI
BAKER
VALLEY
GALLATIN
YELLOWSTONE NATIONAL PARK
WASHINGTON
CUSTER
MADISON
CLARK
FREMONT
VI
MALHEUR
BOISE
BUTTE
TETON
PAYETTE
GEM
OREGON
III
JEFFERSON
MADISON
TETON
BLAINE
CANYON
ADA
CAMAS
BONNEVILLE
ELMORE
OWYHEE
WYOMING
BINGHAM
LINCOLN
GOODING
LINCOLN
MINIDOKA
IV
POWER
BANNOCK
CARIBOU
JEROME
V
TWIN FALLS
BEAR LAKE
CASSIA
ONEIDA
FRANKLIN
HUMBOLDT
ELKO
NEVADA
BOXELDER
UTAH
CACHE
SCALE IN MILES
0 5 10 20 30 40

District Population

I	18,468
II	17,881
III	53,586
IV	26,993
V	31,899
VI	28,232

Figure 3. Proposed school districts coterminous to junior college districts.

TABLE XVIII

PROPOSED SCHOOL DISTRICTS COTERMINOUS TO JUNIOR COLLEGE DISTRICTS

District	Enrollment	Counties Included
I	18,468	Benewah, Bonner, Boundary, Kootenai, Shoshone
II	17,881	Clearwater, Idaho, Latah, Lewis, Nez Perce
III	53,586	Ada, Adams, Boise, Canyon, Elmore, Gem, Owyhee, Payette, Valley, Washington
IV	26,993	Blaine, Camas, Cassia, Gooding, Jerome, Lincoln, Minidoka, Twin Falls
V	31,899	Bannock, Bear Lake, Bingham, Caribou, Franklin, Oneida, Power
VI	28,232	Bonneville, Butte, Clark, Custer, Fremont, Jefferson, Lemhi, Madison, Teton

This type of state organization has been projected by a number of national leaders in school administration as a model for the future. The operating responsibilities of the schools would be assigned to a regional district covering a large area. Existing school districts would disappear and in some areas within the regional district would become a sub-division serving a certain geographical area with K-12 programs and facilities. Elementary and secondary schools could be created within the units by applying the recommended standards of size to areas within the region. These sub-units would receive services and programs from the larger regional district which the sub-unit could not adequately provide. The function of the programs and services, which could most effectively be provided at the local level would be allocated to local sub-units. An administrator responsible directly to the superintendent of the regional district would be in charge of each developmental unit, and he would work with an advisory board from the attendance area his sub-unit represented. This board would be advisory and fact finding in nature, while the policy making function would be allocated to a regional board of education. The regional board would have the same legal authority school districts now possess. It would be assumed that the regional district board would be representative of the entire area. The enrollments of the regional districts would be large enough to economically provide for a full range of educational programs and services necessary to meet the needs of all youth in the region. Figure 2 illustrates the relationships of State Department of Education, regional districts, and local developmental units.

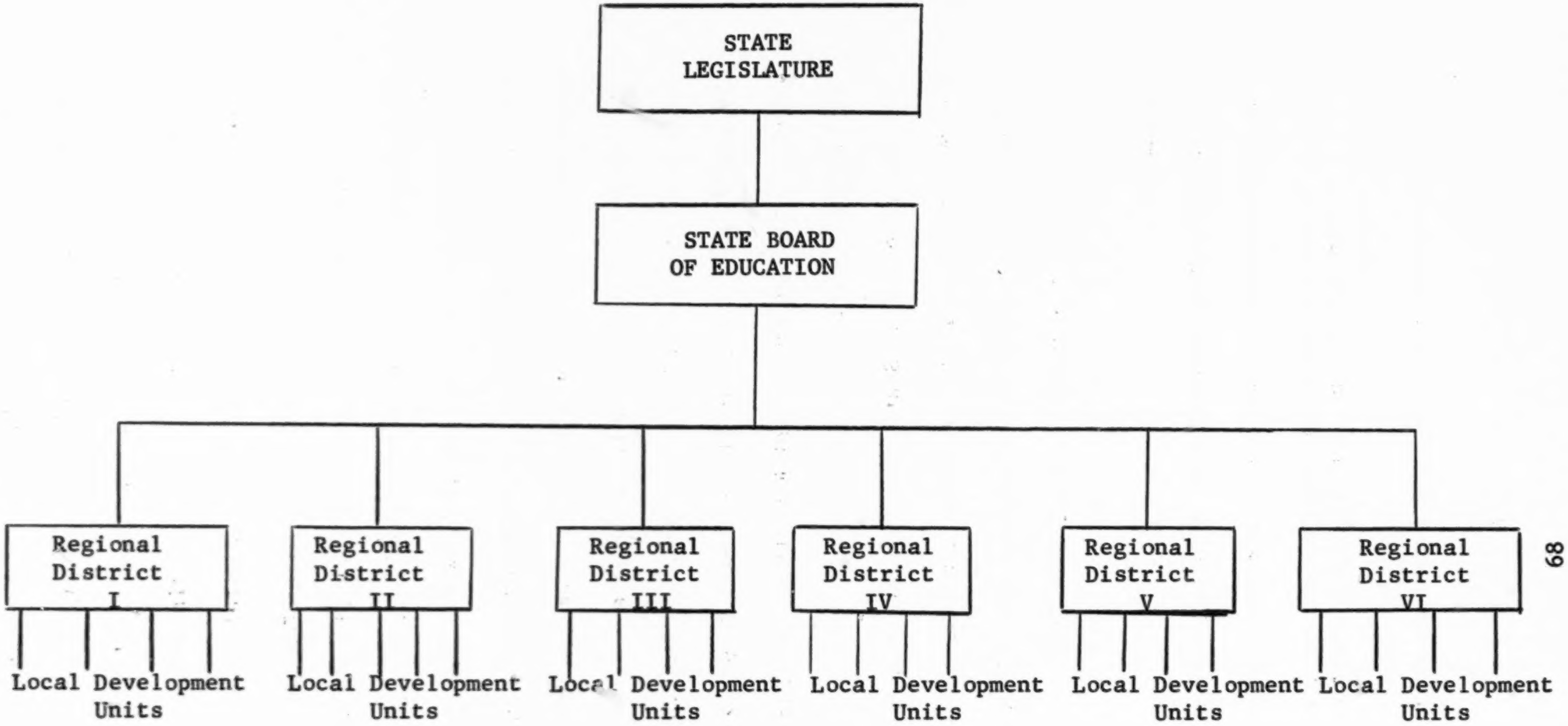
The role of the State Board of Education would not need to be altered from what it is now. The functions of the State Department of Education would be facilitated in that it would be dealing with a relatively small number of school districts.

Advantages

The following appear to be advantages of the alternative structure including regional educational districts:

1. Districts would be large enough to provide full range of essential educational services under one administrative district.

2. Programs, services, and functions could be allocated to the


STATE LEGISLATURE
STATE BOARD OF EDUCATION
Regional District I
Regional District II
Regional District III
Regional District IV
Regional District V
Regional District VI
Local Development Units
Local Development Units
Local Development Units
Local Development Units
Local Development Units
Local Development Units

This diagram is represented as a generalized model rather than a specific recommendation.

FIGURE 4

ORGANIZATIONAL CHART
PLAN I

administrative level (sub-unit or regional district) which could effectively and efficiently provide them.

3. This type of structure could reduce the inequities of opportunity and financial disparities between areas of the state, because resource procurement and allocation would be handled within a larger area.

4. The representation from a larger population base would tend to remove policy making from "closed" social systems, characteristic of some smaller districts.

5. Fewer and larger units would attract higher quality administrative and special service personnel because the professional staff would be able to perform on a full-time basis within their professional field of training and larger districts could afford to pay higher salaries.

Disadvantages

1. Some sub-units would be great distances from the central administrative center. Consequently, consultant and special service personnel would be beyond the one hour fifteen minute travel limit established.

2. As is the case in larger districts in some areas of the state today, friction could develop over the allocation of resources between communities.

Plan II. Area Districts Supported by Regional Educational Planning and Service Center

Although the large scale plan of school district organization has many advantages, people in all areas of the state are not likely to accept reorganization of this magnitude at this time.

The project staff therefore considered a compromise alternative between the present structure and the six or seven district proposal just presented, which more adequately takes into account the state's sparsity of population in many areas. This proposal calls for the application of the criteria established in this study. School districts would be created paralleling the optimum range of 10,000 to 15,000 students with serious consideration being given to the travel time factors. As in the case of the regional districts proposal, elementary and secondary school attendance centers would be established within the recommended range of 500-1,500 students for secondary and 350-750 for elementary schools. Where possible, schools would be established within the optimum ranges. Schools with less than the minimum enrollments would be conducted only under most unusual conditions and then only upon approval of the State Board of Education.

Establishing school district boundaries could be accomplished by a variety of methods: (1) redesigning the entire structure of the state with no consideration for present boundaries, school districts or counties; (2) using boundary lines subsequently established as a result of merging existing school districts where necessary or; (3) utilizing county boundaries.

This plan might result in the establishment of between 20 and 30 administrative districts, 70 to 80 high schools compared with the present 123, and a slightly reduced number of elementary units.

The administrative structure of this plan would be much the same as is the case with large adequately staffed school districts which now exist in the state.

Even with this degree of reorganization, some districts would not be able to offer the full range of educational programs and service. Consequently, this alternative would also call for some type of regional supplementary service and planning unit to bring together combinations of small and large districts for shared programs and services that could not be economically provided independently in all districts of the state. Hence, a three-echelon structure including local school districts, regional service and planning agency, and State Department of Education would be created.

The Regional Educational Planning and Service Agency

This unit would be an intermediate office between the enlarged local districts and the State Department of Education. Its function would be to provide services and programs to the local school districts which they cannot provide for themselves. As pointed out in proposal one (page 63) if the local districts are large enough in terms of student enrollment to provide services and programs necessary for quality education, there is no reason for a regional unit. If, however, school district organization develops along the lines proposed in alternatives 2 or 3, regional units would likely be necessary to bring the more populous area of the state into a cooperative arrangement for sharing personnel, programs, and services with less populated regions.

The kinds of programs and services provided by the regional agencies would depend to a large degree on the capabilities of the local districts. Consequently, each area of the state could have a slightly different type of regional service and planning unit. However, in most cases, it would seem reasonable to expect the regional unit to provide at least:

.Coordinated programs and services for exceptional children
.Research, planning, and evaluation services
.Coordinated teacher in-service and pre-service training programs
.Vocational educational opportunities
.Long range planning services
.Curriculum consultant services
.Development of instructional material
.Data storage and retrieval systems coordinated with state network
.Other programs and services requested by local school districts within the region

Additional study and involvement of lay and professional people by region are necessary before defining specification for each regional unit. However, it would appear that the regional planning and service agencies would have the following general characteristics:

1. They would include an area with geographical conditions as favorable as possible to communication and travel.
2. Socio-economic factors and projected population trends would be considered in designing the state network of regional centers.
3. With the possible exception of the metropolitan area of the Boise Valley the regional units should conform as closely as possible with area vocational districts.
4. There should be local lay citizen involvement in the form of a regional council.
5. Possible financing of the regional unit could include, (a) local districts on a contractual or pro rata share basis, (b) general state foundation funds, (c) special state and federal money, and (d) a taxing power of unit itself.
6. There would be a professional staff sufficient to provide necessary programs and services under the leadership of a director of the regional planning and service agencies.

The State Board of Education could be empowered to create and administer the regional agencies throughout the state. This responsibility would be delegated to the State Department of Education. The State Department would prepare a complete design of regional units throughout the state in cooperation with local patrons, boards of trustees, administrators, and teachers. After the plan was developed it would be presented to the State Board for final approval.

Local boards of the respective regions would then be authorized to organize a regional council and create regional educational service agencies in cooperation with the State Department.

There is danger in creating too many regional units because of the expense and the inability to staff adequately all units separately. It would not appear feasible to have more than six regional units in Idaho, and likely the state could function very adequately with fewer than six.

Advantages of Plan II

1. Programs and services could be provided to supplement the educational programs available in school districts locally and at the same time keep the control in the local district.

2. Educational opportunities would become more equitable. Financial equalization would depend on the type of financing arrangements adopted to support the regional units.

3. If the regional plan includes coordination with the State Department of Education, the educational structure within the state could be greatly simplified. Instead of dealing with a large number of schools, some of the service and advisory functions of the State Department of Education could be channeled through the regional units.

4. A full range of educational opportunities would be possible if the school districts desired.

Disadvantages

1. This proposal would create a third layer of functions between the local school districts and the State Board of Education. Unless roles are clearly delineated, ambiguity of functions could develop. Clear definition of the role of local districts, regional centers and the State Department of Education must be established if this alternative were selected.

2. Unless the state undertakes an ambitious program to create adequate size school districts and attendance centers, the regional agencies could perpetuate inefficient units by supplementing their operations.

3. Financial support for the regional units may be an obstacle in a state of apparently limited resources for education. However, under certain arrangements, the regional agencies could be adequately financed. (See page 72.)

Plan III. School Districts as County-wide Units

Recommendations have been made to establish 44 school districts in Idaho coterminous with the present county boundaries as an alternative to the present school district structure. As of 1968, Idaho has 12 examples of this type of county school district organization. The following counties fall into this category: Bear Lake, Blaine, Bonner, Boundary, Camas, Cassia, Clark, Fremont, Gem, Minidoka, Oneida, and Teton.

Assuming a county-wide system, Table XIX, page 75, presents student enrollments which each of the 44 possible school districts might have had in 1967-69. Table XIX also lists school districts which might have constituted the suggested county school districts.

Basic to the proposal for county school districts as an alternative to the existing school district structure is the assumption that the current county divisions are defensible political structures.

The short-comings of counties as political subdivisions are well documented in the professional literature.[34] Authorities question the viability of a structure established during the days when miles were measured by horse and buggy. Such geo-political subdivisions will eventually need drastic alteration to meet the demands brought about by improved transportation and advancing technology. To adopt a school district's boundaries on the same basis may not be defensible. Further, as future reapportionment continues, there is the possibility that county systems might be changed to include larger geographical areas.

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[34] Modernizing Local Government. New York: Committee for Economic Development, July, 1966.

TABLE XIX

PROPOSED COUNTY SCHOOL DISTRICTS BY SIZE

Rank by Size	County School Districts	Total School Population	Existing Districts Included in Merger	Population of Districts
1	Ada	25,408	Independent Boise	21,335
			Meridian	3,264
			Kuna	809
2	Bonneville	14,583	Idaho	10,438
			Swan Valley Elem.	128
			East Bonneville	4,017
3	Canyon	13,447	Nampa	5,227
			Caldwell	3,623
			Wilder	566
			Middleton	715
			Notus	317
			Melba	396
			Parma	925
			Scism Elementary	90
			Canyon	1,588
4	Bannock	13,284	Marsh Valley	1,355
			Pocatello	11,929
5	Twin Falls	9,960	Twin Falls	6,044
			Buhl	1,366
			Filer	930
			Kimberly	719
			Hansen	284
			Three Creek	13
			Castleford	314
			Murtaugh	290
6	Bingham	8,956	Snake River	1,676
			Blackfoot	3,742
			Aberdeen	1,063
			Firth	846
			Shelley	1,629
7	Kootenai	7,254	Coeur d'Alene	4,752
			Lakeland	906
			Post Falls	1,132
			Kootenai	327
			Worley	137

TABLE XIX (continued)

PROPOSED COUNTY SCHOOL DISTRICTS BY SIZE

Rank by Size	County School Districts	Total School Population	Existing Districts Included in Merger	Population of Districts
8	Nez Perce	7,003	Lewiston Independent	6,158
			Lapwai	524
			Culdesac	205
			Tammany	116
9	Minidoka	4,889	Minidoka	4,889
10	Cassia	4,751	Cassia Co.	4,751
11	Shoshone	4,652	Kellogg	2,687
			Mullan	390
			Wallace	1,490
			Avery	85
12	Latah	4,299	Moscow	2,408
			Genesee	261
			Kendrick	379
			Whitepine	538
			Potlatch	713
13	Jefferson	3,939	Jefferson Co.	3,421
			Ririe	518
14	Elmore	3,927	Prairie Elementary	11
			Glenns Ferry	755
			Mountain Home	3,161
15	Bonner	3,715	Bonner County	3,715
16	Madison	3,078	Madison	2,327
			Sugar-Salem	751
17	Payette	2,962	Payette	1,470
			New Plymouth	637
			Fruitland	855
18	Clearwater	2,790	Orofino	2,687
			Elk River	103
19	Jerome	2,759	Jerome	1,970
			Valley	789

TABLE XIX (continued)

PROPOSED COUNTY SCHOOL DISTRICTS BY SIZE

Rank by Size	County School Districts	Total School Population	Existing Districts Included in Merger	Population of Districts
20	Idaho	2,432	Grangeville	2,157
			Cottonwood	275
21	Fremont	2,339	Fremont County	2,339
22	Gem	2,286	Emmett	2,286
23	Franklin	2,271	Eastside	1,823
			West Side	448
24	Gooding	2,257	Gooding	1,065
			Wendell	680
			Hagerman	358
			Bliss	154
25	Caribou	2,211	Grace	681
			North Gem	216
			Soda Springs	1,314
26	Washington	2,127	Weiser	1,587
			Cambridge	330
			Midvale	210
27	Bear Lake	1,827	Bear Lake County	1,827
28	Owyhee	1,754	Marsing	524
			Pleasant Valley	12
			Bruneau-Grand View	410
			Homedale	808
29	Power	1,530	American Falls	1,342
			Rockland	168
			Arbon	20
30	Boundary	1,474	Boundary County	1,474
31	Benewah	1,373	St. Maries	1,060
			Western Benewah	313
32	Lewis	1,357	Nezperce	251
			Kamiah	709
			Highland	397

TABLE XIX (continued)

PROPOSED COUNTY SCHOOL DISTRICTS BY SIZE[a]

Rank by Size	County School Districts	Total School Population	Existing Districts Included in Merger	Population of Districts
33	Lemhi	1,338	Salmon	1,183
			South Lemhi	155
34	Blaine	1,294	Blaine County	1,294
35	Butte	1,042	Arco	1,037
			Grouse Elementary	5
36	Valley	1,005	McCall-Donnelly	715
			Cascade	290
37	Custer	884	Challis	523
			Mackay	361
38	Lincoln	870	Shoshone	521
			Dietrich	107
			Richfield	242
39	Oneida	820	Oneida County	820
40	Teton	819	Teton County	819
41	Adams	674	Meadows Valley	228
			Bear Elementary	6
			Council	440
42	Boise	319	Garden Valley	131
			Basin Elementary	63
			Horseshoe Bend Elem.	125
43	Camas	213	Camas County	213
44	Clark	210	Clark County	210

[a] Source: Idaho State Department of Education, SDE 650 Annual Report, 1967-68.

When the recommended size criteria are applied to the alternative of county school districts, it is found that only five proposed county school districts would meet the criterion above the optimum size range of 10,000 students, i.e., Ada, Bannock, Bonneville, Canyon, and Twin Falls; 23 counties would be between the minimum and optimum range, while 16 (36.35%) of the 44 proposed county districts would be smaller than the recommended minimum of 1,600 students. This is significant considering the fact that the minimum should be reserved for only the unusual circumstances. Thus, when size is considered, the county unit proposal has serious weaknesses.

However, if the recommended criteria of this study are adopted and applied, those counties with student populations below the minimum could combine with other county school districts to establish multi-county districts below optimum size which could legitimately be merged where time and distance factors were favorable.

If these mergers were proposed, it would be important to give consideration to adjoining sparsely populated counties with areas that have prospects for continued growth. (See Chapter II)

In addition, some attendance centers may be in an extremely inconvenient location in a county and yet be relatively close to the administrative center in another county. The county school district proposal could be further refined and improved to correct these situations by departing from county lines and drawing new boundaries to account for such legitimate factors as more feasible transportation routes, closer proximity of school centers, natural trading and economic exchange patterns.

Both of the processes could be accomplished by the individual counties with below minimum enrollments petitioning the state board to join an adjacent county school district. On the other hand, if a statewide plan of school district organization were to be developed, each situation, i.e., small county mergers, and departures from county lines, could be assessed by hearings held in various parts of the state as the statewide plan is developed.

As is the case with all plans, provision would have to be established to assure adequate elementary and secondary schools within the newly created county school districts. Possible alternative procedures to accomplish this are discussed later in this chapter.

Advantages

1. Examples of this type of school district operation currently exist in Idaho and have some degree of acceptance.
2. Boundary lines and taxing units would be relatively easy to establish.
3. People generally relate to the services provided on a county-wide basis.
4. With some alteration this plan could produce approximately 11 school districts within the optimum range, 14 between the minimum and optimum and eliminate the necessity of having school districts below the minimum standard.

Disadvantages

1. County lines are not necessarily the best natural geographic boundary lines for school districts. Current thinking recommends school districts be established in socio-economic areas around a center with projected demographic growth. A number of Idaho counties would fail to meet these criteria unless provision could be made to correct this weakness.
2. Unless there were some alterations to the 44 counties, over one-third (36.58%) of the new districts created would be

below the minimum. These smaller districts could not provide a full range of educational programs and services, unless adjoined to adjacent and large districts.

3. Only five counties would have sufficient pupil enrollment to provide optimum education at an economically feasible cost, unless smaller units are merged into multi-county districts.

CHAPTER VI

ALTERNATIVE PROCEDURES FOR INITIATING MORE ADEQUATE SCHOOL DISTRICT ORGANIZATION

Once criteria are developed and adopted, the State Board of Education will be confronted with the decision of selecting the appropriate procedures to implement the criteria into the state school system. There are a variety of possible courses of action available. Five possibility procedures will be examined.

A. Present Local Initiative Plan

The state is currently operating under a local-option law whereby change in the school district organization may be initiated at the local level. Upon request, the State Department of Education offers consultant advice. This plan could be supplemented by having locally initiated plans approved by the State Board by application of standards based on the recommended criteria in the following areas:

1. Adequacy of scope of educational program
2. Breadth and depth of program
3. Maximum staff utilization
4. Adequacy of potential supporting services
5. Adequate size (pupil population) to provide programs and services necessary to meet the needs effectively and within an accepted degree of economy.

Under this option it would be recommended that the State Board establish in the State Department of Education a division of administrative structure. This division would be staffed with qualified persons who would conduct surveys upon request from interested areas of the state thereby providing local patrons information about possible plans for reorganization. Thus, the State Department of Education would provide leadership and technical assistance by developing master plans that would serve as guides to citizens in various areas of the state. Financial incentive could be offered to those districts which organize in such a manner as to meet all the criteria for a complete program of quality education.

While this approach may have acceptance, it must be pointed out that it is not too different from existing practice in Idaho. There is evidence that the current procedure has been ineffective in facilitating reorganization within the state's school system. In addition, without the benefit of a statewide design which is absent in this plan, areas of the state may be left stranded without the potential of a good district.

B. Proposed Semi-Permissive Plan

A second alternative plan of implementation is to adopt a semi-permissive procedure which would provide for both state and local participation. Like option one, this plan would be based on local initiative with supporting leadership coming from the State Department of Education in the form of survey assistance. The State Board of Education would be required by law to establish a division of school district organization, staffed with qualified persons. The function of this division would be to conduct surveys systematically through the state as needed and to provide patrons of affected areas with information on plans for reorganization. Thus, the State Department of Education would provide leadership in developing a state master plan that would serve as a guide to those areas of the state initiating school district organization. The State Board would have the authority to apply established criteria for approval of locally proposed districts. Fiscal incentives could also be appropriately applied in this plan.

C. State Planning - Local Vote

A plan could also be devised whereby the State Board of Education would establish a commission authorized to develop a tentative master plan of the entire state school district organization. Once the statewide plan were adopted, action of the commission could follow a pattern similar to the following:

1. Public hearings would be held on each proposal for a new school district.
2. After the hearing, the proposal would be submitted to the patrons in the area affected by the proposed plan of school district organization.
3. If the vote were favorable, the district would be established; if the proposal were defeated the commission would call a public hearing to determine why the voters did not approve the proposed district. This would include, but not be limited to, requiring local school boards and administrators to present evidence about predictable effects of this proposed district on children.

The proposal would be then submitted to the voters in its original form or be revised as a result of the hearing if it seemed to be in the best interest of boys and girls.

If the proposal were defeated a second time the commission would hold a third hearing and require the proposal's opponents to show cause why the commission should not recommend the State Board of Education to use fiscal incentives to encourage the proposed district.

Following the third hearing the commission would submit a recommendation concerning the area in question to the State Board for the board's final decision. If the State Board agreed with the commission's recommendations, they could continue to encourage the local districts in the affected area to reconsider the proposed school districts by offering financial incentives.

D. Mandatory School District - Local Option Organization With Newly Created Districts

A final suggested procedure of implementation is a mandatory law for school district organization. Basically this plan would deal with establishing adequate school districts. The state plan would specifically define school district boundaries in each area of the state. It is recommended that this phase of the plan be mandated by the State Board. The state plan would also include advisory recommendations for attendance units (elementary and secondary) consolidation within each district. However, it is recommended that the refinement within the school district be the option of the local district under some form of incentive program. If this option were selected as the appropriate procedure for implementation, the following steps for implementation are recommended:

1. The State Board of Education establish a commission and staff* for school district organization. This commission would first develop a tentative statewide plan for school district organization utilizing the criteria established in this report in addition to others that may be added.

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*The State Board of Education should assign a full time professional staff to the commission for a minimum of three years to plan for the formation of new school districts and to work with the administration and boards of education of the new districts through the first year of operation. It is recommended that the professional staff consist of personnel outside the department in order to remove the department from the problems that will arise during the formation of the statewide plan. Once the plan is operative however, the department would assume full responsibility of all districts in the state.

2. When a tentative statewide plan was adopted, public hearings should be held in each area of the state to give people an opportunity to present reasonable requests. Adjustments in district boundaries would be made when in the best interest of children.

3. The commission would next refine the statewide plan and if appropriate, present the new plan to various public hearings before submitting final recommendations to the State Board of Education.

4. Upon receipt of the final proposal the State Board should have the power and authority to make the final decisions and adopt a statewide plan of school district organization.

Establishing Adequate Secondary and Elementary Schools

When adequate school districts had been established by state board action, a plan must then be implemented to assure that organization within the various school districts would result in quality education in each attendance unit. This could be accomplished by first having the State Department apply the minimum standards that presently exist as well as implementing those new minimum standards now being proposed. No school district would be permitted to operate below the established minimum. However, evidence reported in this study would indicate that in Idaho as well as in other states minimums tend to become the goals or a level of acceptance when they are the single expression of state policy. It is therefore strongly recommended that some form of the financial incentive proposal be considered, thus encouraging school districts to provide a complete program of quality education for each child in the district.

Specifically the State Board of Education would have the authority to apply standards for approval of districts in one of the following:

Level I. Basic state recommended minimum program below which no school shall operate. This would include state minimally tolerable programs of course offerings, services, and size.

Level II. An improved program but short of being comprehensive. Criteria would include types of courses offered, types of services available, quality of professional staff, utilization of professional staff in areas of competencies, desirable pupil-teacher ratio, desirable school and class size, adequacy of building and equipment, and instructional materials. Each school approved at this level would have a better program offering than the state's basic plan but less than the optimum.

Level III. A quality program of courses, services, and programs for every student in the district.

An example of standards that might be used is the number of course offerings afforded a student during his last four years of secondary schooling: Level I might require 50 units, Level II might require somewhere between 50-87 units, and Level III might require 87 units and above (each of these levels would require a minimum number of units in various subject area fields, i.e., language arts, social sciences, natural sciences, mathematics, and vocational education). Criteria of a similar nature would be developed for elementary schools, and junior high schools. In a like manner, minimum criteria for the other indices of quality would be established.

The State Board of Education would be authorized to establish criteria to: (1) make advance approval of plans whereby a district may be entitled to a higher classification, (2) specify conditions for continuance in a level of classification, and (3) terminate status of advance approval if specific conditions were not met. The State Department would provide assistance to local districts in preparation of these plans and in the evaluation process.

The State Department of Education would administer the evaluation by two basic techniques: State reports filed by the local district and school visitations. The local school administrator and board of school trustees would complete a self-analysis of their program and apply for a Level I, II, or III evaluation. The State Department of Education would examine the reports, conduct on-site visitations, and agree or disagree with the local district's appraisal.

Use of Financial Incentives to Encourage Reorganization

If some form of a non-mandatory plan is selected for school district reorganization, the consolidation of school attendance centers, and/or enrichment of educational opportunities, financial incentives might be utilized to encourage local citizens to improve their schools. Such an alternative has both opponents and proponents. Opponents cite the dangers of the centralizing of controls, the punishing of children as well as taxpayers, and the questioning of whether added courses and services truly benefit children. The proponents of incentives counter these points by pointing to the need for better quality programs, by focusing on economies of scale, by contending that children are hurt by not offering comprehensive programs, and by assuring that most innovations do benefit children. Whatever the arguments, an incentive plan could be devised so that schools could be encouraged to change, rather than mandated to do so.

Several states have used incentive plans in one way or another. The most appropriate way seems to be to mandate reorganization, but to encourage school attendance center consolidation by establishing levels of educational program offerings, and services. Some have used non-fiscal incentives, e.g., Indiana has four levels of schools:

Level I. Commissioned

Level II. Continuing

Level III. First Class

Level IV. Special First Class

The Indiana State Department of Education makes special announcements when a school is judged to be either first class or special first class. These ratings are not easily earned e.g., in 1964-65 there was only one elementary school, one junior high school, and about five senior high schools in the whole state that were judged to be in Level IV, Special First Class. Other states have used fiscal incentives, e.g., Wisconsin has two levels of district-wide program offerings--basic and integrated. The Wisconsin plan uses a proportional equalizing approach and guarantees $24,500 in equalized valuation (true value) for the "basic" K-12 districts and $38,000 in equalized valuation for the "integrated" K-12 districts.

An incentive plan might be devised to encourage: (1) school district reorganization, (2) school program enrichment, or (3) a combination of these two. The basic pattern in each would be similar, but the specifics would necessarily vary. The pattern would be: to establish minimum criteria for varying levels of desirability; to evaluate each district or school program thereby placing it in the appropriate level; and to establish varying fiscal incentives with increased support as higher levels of quality are obtained. A brief example of each step is included for illustrative purposes.

Minimum Criteria. District size levels might be established similar to: (1) small, inefficient school districts that are incapable of providing broad educational offerings; (2) larger school districts but not as large as optimally desired, e.g., more than 1,600 students but less than 10,000; and (3) optimum size districts, e.g., more than 10,000 students but less than 30,000.

Or, school attendance center consolidation and program improvement might be encouraged by establishing criteria such as (1) a minimally tolerable program of course offerings and services; (2) an improved program but not a comprehensive one, e.g., criteria would include types of courses offered, types of services provided, quality of professional staff, assignment of staff in areas of competence, desirable pupil-teacher ratio, desirable class size, adequacy of building and equipment, and availability of supplementary books, teaching supplies, and reference materials--each of these areas would have a required minimum that is better than the state's basic plan but less than the optimum; and (3) a comprehensive program of courses, services, and co-curricular activities.

Establish Fiscal Incentives. Next, comes the difficult task of establishing fiscal incentives that conform to wise public policy. However, once there is agreement on what the public policy shall be, the mathematical computations can be easily and understandably completed. For example, if a school district or program is judged to be Level I, as per the state and county school aid distribution formula might guarantee, for example, $270 per weighted pupil in Average Daily Attendance--if it is rated as Level II, the state might guarantee $300 per weighted pupil in Average Daily Attendance--and if it is designated as Level III, the state might guarantee $335 per weighted pupil in Average Daily Attendance. State participation in capital outlay funds could also be an important consideration in financial incentive programs.

If the state aid distribution formula is changed to the proportional equalizing approach, there could be the following types of incentive:

Level I could be guaranteed $9,000 of adjusted assessed valuation (AAV) per weighted pupil in Average Daily Attendance, Level II could be guaranteed $10,000 of AAV per weighted student in Average Daily Attendance, and Level III could be guaranteed $11,500 AAV per weighted pupil in Average Daily Attendance.

The actual mathematics in either case would then follow a rather straightforward formula and the amount of state and county aid to be received would be computed.

Conclusions

Four alternative plans of procedure to implement school district organization plus a description of the financial incentive approach which could supplement each plan in some way, have been presented. Each of the four options or combination of the options has some merit.

Plan A, the present local initiative plan, relies on leadership at the local level. Even with the financial incentive to encourage local districts to initiate consolidation, past records indicate that this method would be a slow and piecemeal approach to designing a defensible school district organization for the entire state.

Plan B, the semi-permissive plan, like Plan A, relies on local initiative and has additional strength in that the State Department of Education would be providing plans and leadership to local citizens and school boards.

Plan C, state planning with local option, places the greater share of responsibility for reorganization at the state level while assuring considerable local participation.

Plan D would give the State Board the power to create new school districts based on a statewide master plan with some local participation guaranteed. Similar procedures to Plan D have recently been followed by Nevada, Florida, and West Virginia; and in each case, results have been the establishment of more effective school district organization in a relatively short span of time. Although each plan has some merit in order of preference, for reasons listed above, the project staff prefers Plan D, followed by Plan C, and then Plan B. Plan A would be the least preferable of the alternatives discussed.

CHAPTER VII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

In July, 1967, the Idaho State Department of Education requested the College of Education of the University of Idaho to undertake a study of the organization of the public schools of the state and to develop criteria which could be applied uniformly throughout the state in achieving a more efficient system of public education.

The major purpose of this study has been to develop criteria for efficient and effective school organization and individual attendance centers in Idaho. A systematic study plan has been followed in the pursuit of sound, defensible, and justifiable proposals.

In the initial step of the study the project staff first conducted a thorough analysis of the professional literature, research, and experimentation concerned with patterns of school district organization. Criteria and policies for school district and local school organization now being used by several other states were reviewed to give additional insights into the development of recommended patterns for Idaho school district organization.

This study includes a report of selected demographic and socioeconomic factors relevant to school district organization in Idaho. As these elements were analyzed, several factors appeared significant for school district organization. First, it has been well established that in order to assure and sustain quality education with a degree of economy, school districts must have an adequate population base. Many school districts of the state do not now have this capability, nor is it projected that they will have in the foreseeable future. Secondly, Idaho's projected in-migration is predicted to continue toward established population centers. Consequently, patterns of school district organization should be established whereby school districts are organized around centers which have adequate population and predictable growth potential. This is necessary to facilitate realistic approaches to the providing of programs and services with economical operation.

The information from the review of the literature and research, the Idaho Task Force findings, State Board policies, and the position papers presented to the project yielded data from which criteria for adequate school district organization were developed. These criteria are proposed as standards of adequacy for school district organization.

Criteria

The project participants believe that each school district should have the following characteristics:

I. A comprehensive and articulated educational program ranging from kindergarten through grade 12 available to all children.

II. An educational program of adequate depth and breadth to meet the educational needs of all students. Minimum breadth and depth for secondary schools is recommended as 50 units, with the optimum scope ranging above 87. Occupational education should be available in individual attendance units and through cooperative arrangement to provide:

   A. Occupational information and orientation to the total world of work,

   B. An opportunity for occupational exploration and experimentation, and

   C. Special vocational programs at the high school level for those who cannot profit from the regular vocational program.

III. Staff utilization should permit the assignment of teachers and other personnel to areas which conform to their fields of preparation and expertise.

IV. Adequate supporting services should be available in the following areas: administration, consultation and supervision, research and development, health, guidance, library, transportation, food services, teacher aides, and secretarial assistance.

Within this context the project staff, consultants, and educators have studied the issue of Idaho school district organization in terms of educational, economic, and administrative feasibility.

The following criteria are recommended as appropriate guidelines for planning effective and efficient school district organization for Idaho.

Idaho school districts should have the following size characteristics:

School Districts

1. School districts should have from 10,000 to 15,000 pupils in total population with, as a general rule, attendance centers no more than one hour and fifteen minutes (passenger car travel time) from the central district administrative office. Districts of this size will be able to provide most necessary programs and services K-12.

2. The dispersion of the population, the geography of the state, and other conditions prevail which may make it undesirable and/or impractical to reorganize all areas of the state within this optimum range of 10,000-15,000. There is evidence, supported by the judgment of knowledgeable people, that adequate general and college preparatory educational programs can be provided in school districts enrolling over 3,000 students. Districts of this size however, will not economically be able to offer a comprehensive education program, e.g., vocational education, special education, curriculum research and development, educational specialists, and other specialist programs. Consequently, if school district reorganization creates a substantial number of school districts below the optimum size of 10,000, special programs and services should be provided from regional educational service agencies.

3. In a few isolated situations it may be wise to establish districts with fewer students than those recommended for an adequate general and college preparatory program. However, it would be unwise to establish districts of less than 1,600 students.

4. It does not seem reasonable to create school districts of more than 30,000 pupils in Idaho.

Elementary Attendance Centers

Local elementary attendance centers should have the following size characteristics:

1. The criteria for elementary schools stipulate a minimum of at least one teacher per grade up through the highest grade taught in the school. Preference is expressed for two or three teachers in the highest grade. In terms of school size, these criteria would mean a K-6 grade minimum enrollment of approximately 175, six-grade (e.g., 1-6) minimum enrollment of about 150, an optimum range of a single attendance unit should be from 300-500, and a maximum of 720 students.

2. Travel time should not exceed one hour each way for ninety percent of the students transported to an elementary school center.

Secondary Attendance Centers

Secondary schools should have the following size characteristics:

1. Where it is possible to bring students together within the maximum of one hour and fifteen minutes one way travel time for ninety percent of the transported students, an optimum range of 800 to 1,200 students in grades 10, 11, and 12 is recommended.

2. Because of the present and projected demography of the state, it will not be practical for all areas to meet the optimum size range. Minimum programs can be offered within secondary units that can enroll 100 or more pupils per grade. Special services and vocational educational opportunities should then be provided for these smaller units through cooperative arrangements from another level within the school system or between school systems.

3. Time/distance factors in some areas of the state will not permit the utilization and functional implementation of even the minimum size criteria of 100 pupils per grade. In such cases, a school should operate only with the approval of the State Board of Education. When such units are approved it is recognized that:

    a. Educational opportunities will be limited.

b. The small units will need supplemental programs and services provided by larger administrative units.

c. Per pupil cost, for providing near equitable opportunities for remote areas will be considerably higher than costs in optimum size schools.

The Criteria and Idaho's Current Circumstance

When the established criteria of adequate school districts are applied to Idaho's current structure, it is apparent that:

1. The present school district structure cannot effectively and efficiently provide a full range of educational opportunities K-12.
2. Idaho schools have a wide variation in breadth and depth of education programs available to youth in various areas of the state. Small schools and school districts generally offer fewer educational opportunities. This study and others demonstrate that the breadth of programs increases progressively as size of enrollments in the schools increases. Further, many Idaho schools lack adequate student base necessary to provide program breadth and depth.
3. The existing structure does not facilitate effective and efficient utilization of teachers, consultants, and administrators.
4. Many school districts are too small to provide special supportive programs and services.

The following favorable potentials augur for Idahoans solving their school problems:

1. Interested citizens.
2. Professional educators willing to provide leadership.
3. A stable population.

Alternatives Were Examined

Three alternatives to the current structure have been examined: (1) large scale organization which would create six or seven school districts, (2) the creation of school districts along county lines, which if modified as recommended, would result in approximately 25-30 school districts, and (3) establish new districts with supplemental regional educational service agencies.

Advantages and disadvantages of each of the proposals have been presented. However, this study was not intended to designate boundary lines for specific school districts. Criteria of adequacy had to be established first. Now that this initial step has been taken, it is recommended that specific procedures be adopted to implement the criteria. Four alternative methods of implementation have been presented and analyzed in this study. The project staff recommends Plan D, a mandatory approach with local involvement. The following steps are recommended under this plan:

1. The State Board of Education establish a commission for school district organization. This commission would first develop a tentative statewide plan for school district organization utilizing the criteria established in this report in addition to others that may be added.

2. When a tentative statewide plan was adopted, public hearings should be held in each area of the state to give people an opportunity to present reasonable requests. Adjustments in district boundaries would be made when in the best interest of children.

3. The commission would next refine the statewide plan and if appropriate, present the new plan to various public hearings before submitting final recommendations to the State Board of Education.

4. Upon receipt of the final proposal the State Board should have the power and authority to make the final decisions and adopt a statewide plan of school district organization.

It is recommended that consolidation of attendance centers within the established school districts be the responsibility of the local districts. Local efforts to create programs and services within the district beyond those minimally required should be encouraged through some form of financial incentive. One such method is outlined in Chapter VI of this report.

Summary of Proposed Action by the State Board of Education

1. Adopt the study's guidelines and criteria.
2. Establish a commission for school district organization.
3. Appoint a professional staff for a minimum of three years to implement the recommendations of the study.
4. Adopt a statewide plan of school district organization, upon the recommendation of the commission. A suggested time line follows.

A Time Table for Commission Activities

July 1, 1969 to December, 1969 - Collection of all data and information necessary in the developing of a tentative statewide plan including tentative formation of boundary lines.

January 1, 1970 to July, 1970 - Hold public hearings in each area of the state to give people an opportunity to present reasonable requests.

July 1, to December 31, 1970 - Refining and drafting the statewide plan to present to the State Board of Education by January 15, 1971.

January 15, 1971 to July 1, 1971 - Formulation of steps to be taken for transition to the new plan of organization.

July 1, 1971 - Effective date for the transition to the new plan for school district organization.

July 1, 1971 to June 30, 1972 - The professional staff to work with administrators and boards of education of the newly formed districts and regional service agencies through the first year of operation.

July 1, 1972 - Disband the commission for school district reorganization. At this time continuous service should be provided by the State Department of Education to all districts and regional service agencies through a Division of Planning and Development.

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APPENDIX A

PUPIL ENROLLMENT OF IDAHO SCHOOL DISTRICTS
1967-68[a]

School Districts		Enrollment
1	Independent District of Boise City	21,145
25	Pocatello	11,929
91	Idaho Falls	10,438
1	Lewiston Independent	6,158
411	Twin Falls	6,044
131	Nampa	5,227
331	Minidoka County Joint	4,889
271	Coeur d'Alene	4,752
151	Cassia County Joint	4,751
93	East Bonneville Joint	4,017
55	Blackfoot	3,742
82	Bonner County	3,715
132	Caldwell	3,623
251	Jefferson County Joint	3,421
2	Meridian Joint	3,264
193	Mountain Home	3,161
391	Kellogg Joint	2,687
171	Orofino Joint	2,687
281	Moscow	2,408
215	Fremont County Joint	2,339
321	Madison	2,327
221	Emmett Joint	2,286
241	Grangeville Joint	2,157
261	Jerome Joint	1,970
33	Bear Lake County	1,827
201	Eastside Joint	1,823
52	Snake River	1,676
60	Shelley Joint	1,629
139	Canyon	1,588
393	Wallace	1,490
431	Weiser	1,483
101	Boundary County	1,474
371	Payette Joint	1,470
412	Buhl	1,366
21	Marsh Valley Joint	1,355

APPENDIX A (continued)

PUPIL ENROLLMENT OF IDAHO SCHOOL DISTRICTS
1967-68[a]

School Districts		Enrollment
381	American Falls	1,342
150	Soda Springs Joint	1,314
61	Blaine County	1,294
291	Salmon	1,183
273	Post Falls	1,132
231	Gooding Joint	1,065
58	Aberdeen	1,063
41	St. Maries Joint	1,060
111	Joint District (Arco)	1,037
413	Filer	930
137	Parma	925
272	Lakeland	906
373	Fruitland	855
59	Firth	846
351	Oneida County	820
401	Teton County	819
3	Kuna Joint	809
370	Homedale Joint	808
262	Valley	789
192	Glenns Ferry Joint	755
322	Sugar-Salem Joint	751
414	Kimberly	719
421	McCall-Donnelly	715
134	Middleton	715
285	Potlatch	713
304	Kamiah Joint	709
148	Grace Joint	681
232	Wendell	680
372	New Plymouth	637
133	Wilder	566
284	Whitepine	538
341	Lapwai	524
363	Marsing Joint	524
181	Challis Joint	523
312	Shoshone Joint	521

APPENDIX A (continued)

PUPIL ENROLLMENT OF IDAHO SCHOOL DISTRICTS 1967-68[a]

School Districts		Enrollment
252	Ririe Joint	518
202	West Side Joint	448
13	Council	440
365	Bruneau-Grandview Joint	410
305	Highland Joint	397
136	Melba Joint	396
392	Mullan	390
283	Kendrick Joint	379
182	Mackay Joint	361
233	Hagerman Joint	358
432	Cambridge Joint	330
274	Kootenai	327
135	Notus	317
417	Castleford	314
42	Western Benewah	313
422	Cascade	290
418	Murtaugh Joint	290
415	Hansen	284
242	Cottonwood Joint	275
282	Genesee Joint	261
302	Nezperce Joint	251
11	Meadows Valley	244
316	Richfield	242
149	North Gem	216
121	Camas County	213
161	Clark County	210
433	Midvale	210
342	Culdesac	205
382	Rockland	168
292	South Lemhi	155
234	Bliss Joint	154
275	Worley	137
71	Garden Valley	131
92	Swan Valley Elementary	128
73	Horseshoe Bend Elementary	125

APPENDIX A (continued)

PUPIL ENROLLMENT OF IDAHO SCHOOL DISTRICTS
1967-68[a]

School Districts		Enrollment
343	Tammany Elementary	116
314	Dietrich	107
172	Elk River	103
138	Scism Elementary	90
394	Avery	85
72	Basin Elementary	63
383	Arbon Elementary	20
416	Three Creek Joint Elementary	13
364	Pleasant Valley Elementary	12
191	Prairie Elementary	11
12	Bear Elementary	6
112	Grouse Joint Elementary	5

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[a] Source: Idaho State Department of Education, SDE 650 Annual Report, 1967-68.